S. HRG. 100-20

NOMINATION OF JEAN K. ELDER

HEARING

BEFORE THE

COMMITTEE ON FINANCE
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

NOMINATION OF

JEAN K. ELDER, PH.D., TO BE ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES OF THE DEPARTMENT OF HEALTH AND HUMAN SERVICES

MARCH 19, 1987

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NOMINATION OF JEAN K. ELDER, PH.D. TO BE ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

THURSDAY, MARCH 19, 1987

U.S. SENATE,
SUBCOMMITTEE ON SOCIAL SECURITY AND FAMILY POLICY
OF THE COMMITTEE ON FINANCE,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:38 a.m. in room SD-215, Dirksen Senate Office Building, the Honorable Daniel Patrick Moynihan (chairman) presiding.

Present: Senators Moynihan, Riegle, Chafee and Durenberger.

[The press release announcing the hearing and the opening statements of Senator Mitchell and Jean K. Elder and biographical follows:]

[Press Release]

SUBCOMMITTEE ON SOCIAL SECURITY AND FAMILY POLICY ANNOUNCES HEARING TO REVIEW NOMINATION OF JEAN K. ELDER

WASHINGTON, D.C.—Senator Daniel Patrick Moynihan (D., N.Y.) Chairman, announced Friday that the Subcommittee will hold a hearing to review the nomination of Jean K. Elder, Ph.D. to be Assistant Secretary for Human Development Services of the Department of Health and Human Services.

Dr. Elder currently serves in the capacity of Acting Assistant Secretary for Human Development Services.

The hearing will be held on Thursday, March 19, 1987 at 9:30 A.M. in Room SD-215 of the Dirksen Senate Office Building.

George Mitchell

Statement of Senator George J. Mitchell
Subcommittee on Social Security and Family Policy
Nomination of Jean K. Elder, PH.D.
March 19, 1987

Mr. Chairman, I commend you for holding this hearing today to consider the nomination of Jean K. Elder as the Administration's nominee to be Assistant Secretary for Human Development Services.

Ms. Elder has an impressive background and commitment to human service programs, particularly in the area of developmental disabilities. I welcome her to the committee this morning and look forward to her testimony.

The Office of Human Development Services at the Department of Health and Human Services has jurisdiction over a number of programs which serve the most frail segment of our population, including the Administration on Aging, the Administration on Children, Youth and Families, the Head Start program, and the Administration on Developmental Disabilities.

All of these programs are critical to the health and well being of persons in our society who often cannot care for themselves without external support.

I look forward to working with Ms. Elder as Assistant Secretary for the Office of Human Development Services as this committee continues to examine the important programs that are administered by this office.

STATEMENT OF JEAN K. ELDER, PH.D.
BEFORE THE
SENATE COMMITTEE ON FINANCE
March 19, 1987

Mr. Chairman and Members of the Committee, I am honored to appear before you today as President Reagan's nominee to be Assistant Secretary for Human Development Services. I look forward, if confirmed, to serving him and Secretary Bowen, as well as all those people whose lives are touched by programs of the Office of Human Development Services.

I feel very fortunate to have my friend and fellow Michigander, the distinguished Senator from Michigan, Senator Don Riegle, here to introduce me. Thank you, Senator Riegle. I'm grateful for your kind statement, and for taking the time to be with me.

As Senator Riegle knows, I am a Michigander not by birth, but by choice----- which makes my bonding and my loyalty to Michigan that much greater. I was born in the Great State of Minnesota, but grew up in Northern Michigan, and was educated at the University of Michigan. My roots are in the great Swedish American heritage of the Midwest

that has contributed so much to our national character. I learned early to value faith, hard work, loyalty, patriotism, and service to others---believe me, a Northern Michigan winter is a memorable lesson in our interdependence as human beings!

And I would also like to thank Senator Hatch for taking the time from his very busy schedule to accompany me this morning, and to make a statement in my behalf. Senator Hatch and I have become good friends over the past years because of his deep and sincere interest, as former Chairman of the Labor and Human Resources Committee, in the special problems of people with developmental disabilities. He has been outstanding in his support of all human services programs. I feel very fortunate to have the support of Senator Orrin Hatch.

I have been preparing for this moment for most of my life. I trained to be a teacher, first in the public school system, and then at the University level. I served on the "firing line", providing direct services to people in need, and I trained other professionals to serve them as well. I became an administrator and a State program

official, and later came to Washington as Commissioner of the Administration on Developmental Disabilities.

My career has been associated with serving people with developmental disabilities. As Assistant Secretary, I want to bring the same approach to all the programs of the Office of Human Development Services that I practiced successfully at the Administration on Developmental Disabilities. These great and important programs for the aging, for Native Americans, for those with developmental disabilities, and for children, youth and families---are all about people---and serving people.

I want to help all of our client populations to achieve the goals they have set for themselves: they want to be productive to the extent their capabilities permit; they want to live in the community, and not apart; they want to be seen as capable and not incapable. In short, they want to have the opportunity to live lives of dignity, self-worth, and independence.

I want to see that the programs of the Office of Human Development Services not only permit that opportunity, but encourage it!

And for those who cannot achieve these goals, I want our programs and services to reflect the generosity, concern and compassion that Americans have traditionally extended to their neighbors in need.

For the past nine months, I have served as Acting Assistant Secretary. I am firmly committed to improving the effectiveness and efficiency of human services programs at the local level, and that our stewardship of Federal funds is focused on helping those who need them most.

I am keenly aware of the value of a good working relationship between the Office of Human Development Services and the Congress---and each of the Committees with jurisdiction. I pledge to you that I will do my utmost to carry out the mandates of Congress. I will always be ready to talk with you, reason with you, and work with you.

Mr. Chairman, thank you for the opportunity to appear before this Committee. I will be glad to answer any questions.

JEAN K. ELDER, PH.D.

A. BIOGRAPHICAL:

1. Name: Jean K. Samuelson
Jean K. Elder

2. Address: 7375 Hallcrest Drive
McLean, VA 22102

3. Date and place of birth: May 30, 1941
Virginia, Minnesota

4. Marital status: Married: Joel E. West

5. Names & ages of children: Paul Adrian Elder 9-22-65
Steven Adrian Elder 5-30-74

6. Education:

1969	Ph.D.	Education & Psychology University of Michigan Ann Arbor, Michigan
1966	M.A.	Education & Psychology University of Michigan Ann Arbor, Michigan
1963	B.S.	Education University of Michigan Ann Arbor, Michigan

NCATA approved program
State of Michigan
Elementary Certificate
Endorsement: Grades K-8
All subjects, Grades
K-12, SH - Teacher of
the Homebound, SC -
Orthopedically
Handicapped

7. Employment Record:

Title, name of employer, location of work and dates of inclusive employment.

1986-Present	Acting Assistant Secretary Office of Human Development Services Department of Health and Human Services 200 Independence Avenue, S.W. Washington, D. C. 20201
1982-1986	Commissioner Administration on Developmental Disabilities Office of Human Development Services Department of Health and Human Services 200 Independence Avenue, S.W. Washington, D. C. 20201
1981-1982	Consultant, Special Education Services Michigan Department of Education Lansing, Michigan
1980-1981	President, J&J Associates, an educational consulting firm, Marquette, Michigan
1980-1981	Director, Michigan Protection and Advocacy Service for Developmentally Disabled Citizens, Marquette, Michigan
1978-1980	Director of Planning, Evaluation and Academic Affairs Associate Professor of Medical Education Upper Peninsula Medical Education Program Michigan State University College of Human Medicine Marquette, Michigan
1977-1978	Associate Professor, Department of Education Northern Michigan University Marquette, Michigan
1976-1977	Project Director (Associate Scientist) Specialized Office Three (SO-3) Wisconsin Research and Development Center for Cognitive Learning The University of Wisconsin Madison, Wisconsin
1972-1976	Assistant Professor, Department of Education Northern Michigan University Marquette, Michigan

Employment Record - continued

1975-1976	Coordinator for Title IX Office of the President Northern Michigan University Marquette, Michigan
1971-1972	Project Director, LEAA Title I Project (Delinquency Modification Through Education) Marquette-Alger Intermediate School District and Marquette County Probate Court Marquette, Michigan
1969-1971	Research Associate Center for Educational Research and Developmental in Mental Retardation Bloomington, Indiana
1969-1970	Assistant Professor Department of Special Education Indiana University Bloomington, Indiana
1966-1969	Research Assistant School of Education University of Michigan Ann Arbor, Michigan
1967-1969	Teaching Assistant School of Education University of Michigan Ann Arbor, Michigan
Summer 1966	Teacher Traineeship Trainable Mentally Retarded Wayne County Child Development Center Northville, Michigan
January 1966- June 1966	Project Director, Title I Remedial Reading Program Iron Mountain (Michigan) Public Schools
September 1964- June 1965	Teacher - Educable Mentally Retarded Quantico (Virginia) Dependent School System Marine Corps Schools
September 1963- June 1964	Teacher - 5th grade, Ypsilanti (Michigan) Public Schools

8. Government Experience:

Acting Assistant Secretary Office of Human Development Services Department of Health and Human Services 200 Independence Avenue, S.W. Washington, D. C. 20201	June 23, 1986-present
Commissioner Administration on Developmental Disabilities Office of Human Development Services Department of Health and Human Services 200 Independence Avenue, S.W. Washington, D. C. 20201	January 25, 1982 to June 23, 1986
Member President's Committee on Mental Retardation Department of Health and Human Services (appointed by Gerald R. Ford)	October 8, 1976 to December 10, 1979
Member The Commission on Presidential Scholars Department of Education (appointed by Ronald Reagan)	March 17, 1982 to June 30, 1985
Special Education Consultant Michigan Department of Education P.O. Box 30008 Lansing, Michigan	September 1981 to December 1981
Member - Advisory Council Bureau of Rehabilitation Michigan Department of Education Lansing, Michigan	1981-1982
Public Health Advisory Council State of Michigan (a) Council Member (b) Member - Search Committee for the Director of the Michigan Department of Public Health Lansing, Michigan	1981-1982
Field Reader U.S. Office of Education Bureau of Education for the Handicapped Department of Health, Education and Welfare Washington, D. C.	1977, 1979, 1980
Field Reader Michigan Department of Education Special Education Services Lansing, Michigan	1978, 1979

9. Memberships:

American Association on Mental Deficiency (1966 to present)
1719 Kalorama Road
Washington, D. C. 20009
Type: professional organization
Offices held:
(a) Promoted to Fellow - 1978
(b) Editor - Education Division Newsletter
(c) Consulting Editor - Mental Retardation Journal
(d) Member - Nominations and Elections Committee

Council for Exceptional Children (1970-1982)
1920 Association Drive
Reston, VA 22091
Type: professional organization
(a) Division on Mental Retardaton
(b) Division on Teacher Education

Association for Retarded Citizens/USA (1970-present)
P.O. Box 6109
2501 Avenue J
Arlington, Texas 76006
Type: professional organization

Association for Retarded Citizens/Michigan (1970-1982)
Type: professional organization
(a) Member - Board of Directors
(b) Chairman - Committee on Education (1978-79)
(c) Chairman - Committee on Adult Services (1979-80)
(d) Second Vice-President (1980-81)

The Association for the Severely Handicapped (1975-present)
1600 West Armory Way
Seattle, Washington 98119
Type: professional organization
(a) Associate Editor - TASH Review (1980)

Zonta International (1972-present)
35 Wacker Drive
Suite 2050
Chicago, Illinois 60601
Type: service organization
(a) Charter Member - Zonta Club of the Marquette Area
(b) President - Zonta Club of the Marquette Area (1980)
(c) Chairperson - Status of Women Committe
District XV (1980-82)

International Association for the Scientific
Study of Mental Deficiency (1982 to present)
Type: professional organization
(a) Elected Council Member 1985

10. Political Affiliations and Activities:

I have never been a candidate for political office or served on a political committee. I have been extremely active, however, in the Michigan Republican Party since September, 1971, particularly in Marquette County and in the Eleventh Congressional District.

As an active Party Member, I worked for the election of Philip Ruppe, my Congressman in the Eleventh District, and later for Robert W. Davis, who is currently the Congressman from that District.

Former Governor William G. Milliken called on me to serve on various non-political advisory committees. (See Question 8)

11. Honors and Awards:

Davis & Elkins College
Elkins, West Virginia
Honorary Doctor of Humane Letters (1985)

"Personalities of America," since 1979
"Who's Who of American Women" since 1977
"The World's Who's Who of Women" since 1977
"Personalities of the West and Midwest" since 1977
"Outstanding Young Women in America" 1976 and 1977 editions
"Who's Who of Child Development Professionals" since 1976
"Leaders in Education" since 1975

Member of Delta Kappa Gamma, 1975
Member of Phi Delta Kappa, 1974
Member of Pi Lambda Theta, 1973

Recipient of U.S. Office of Education Doctoral Fellowship
University of Michigan, 1966-69

12. Published Writings

Elder, J. K., "Final Report of Iitle I Helping Hand Remedial Reading Program, Iron Mountain: Iron Mountain Public Schools" Final Report, Project 22-101-3-K12, June 1966

Elder, J. K., (with M.I. Semmel) Project CAIIS: (Computerer Assisted Ieacher Iraining System) II. Initial Demonstration Study, In A.P. Van Tresler (Ed.) "Studies in Language and Language Behavior Progress Report No. VII," Ann Arbor, University of Michigan Center for Research on Language and Language Behavior, U.S.O.E., Contract OEC-3-6-061784-0709, 1968

Page 7 - Jean K. Elder, Ph.D.

Published Writings (continued)

Elder, J. K., (with Carolyn Van Every) Review of Literature in England, U.I. & Semmel, M. I. (Eds.) "An Exploratory Study of the Relationshi.p Between the Training, Experience and Selected Personality Characteristics of Teachers and the Progress of Trainable Mentally Handicapped Children, Detroit: Wayne County Intermediate School District," Final Report, Project 5-1051, U.S.O.E., Grant No. OE-5-10-022, June, 1969

Elder, J. K., "Interaction Analysis and the Computer Assisted Teacher Training System, in Center for Educational Research and Development in Mental Retardation, Bloomington: Indiana University," U.S.O.E. Contract OEC-9-242178-4149-032, 1970

Elder, J. K., (with E. L. Kern, Jr., D.G. Crispin and D. C. Lang) "Project Interact Laboratory for Educational Development, Bloomington: Indiana University," 1971

Elder, J. K., "Final Report of Delinquency Modification Through Education, Marquette: Marquette-Alger Intermediate School District and Marquette County Probate Court, Juvenile Division," Final Report, LEAA Title I Project, Project 0691-01, June 1972

Elder, J. K., "Title IX Institutional Self-Evaluation - A Report to the President, Marquette: Northern Michigan University," June 1976

Elder, J. K., "New and Tried and True Materials for Learners with Other Learning, Disabilities, Madison: University of Wisconsin," Wisconsin Research and Development Center for Cognitive Learning, July, 1976

Elder, J. K., (with Mary L. Fellow and Janice J. Greenstein) "A Direction for the Future - AAESPH Role in So-3 Map Process," AAESPR Review, 1977, 2 (1), 51-59

Elder, J. K., (with Janice J. Greenstein and Mary L. Fellow) "A Model for Adapting Instructional Materials (AIM) for Use in the Education of Children with Exceptional Needs. Madison: University of Wisconsin," Wisconsin Research and Development Center for Cognitive learning, BEH, Contract 300-75-0044, March, 1977

Elder, J. K., Fellow, M. and Jipson-Greenstein, J., "What's A Teacher To Do? - The Selection of Appropriate Instructional Materials," Bureau Memorandum, Department of Public Instruction, Madison, Wisconsin, 1977, 19 (1), 10-13

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Published Writings (continued)

Elder, J. K., and Wessel, J., "Planning Individualized Education Programs in Special Education: With Examples from I CAN Physical Education," Northbrook, Illinois, Hubbard, 1977

Elder, J. K., "Do learning Disabled Students Need Specially Selected Reading Programs?" The New North, 1978, Winter (2), 26-27

Elder, J. K., "Technology of Education for the Severely Handicapped: The Future," Journal of Special Education Technology, 1978, 1(2), 32-33

Elder, J. K., (with C. Van Nagel, D. T. Fair, R.M. Siudzinski) "How to Organize and Manage Your Classroom To Keep From Going Crazy," Jacksonville, Florida, Super Systems, 1978

Elder, J. K., (with D. S. Mazzuchi, P. Werner and M. Ravitch) "Six-Month Follow-up Report on Upper Peninsula Program Graduates," East Lansing, Michigan, Michigan State University, 1979

Elder, J. K., "Upper Peninsula Evaluation Report - The Michigan Very Special Arts Festival," Marquette, Michigan, Marquette-Alger Intermediate School District, 1979

Elder, J. K., "'83 and More: Challenge for the Future," Administration on Developmental Disabilities 1983 Regional Forum Report," U. S. Department of Health and Human Services, Office of Human Development Services, 1983, April, 8-25

Elder, J. K., "Strengthening the Safety Net: Issues in Appropriate Care in Board and Care Homes," The Alabama Journal of Medical Services, 1983, October, 20(4), 450-453

Elder, J. K., "Prevention of Developmental Disabilities: Federal Action, Action for Prevention," Richmond: The Virginia Department of Mental Health and Mental Retardation, 1983, December, 64-70

Elder, J. K., "Priorities of the Administration on Developmental Disabilities for FY 84," Mental Retardation, 1984, 22(2), 53-55

Elder, J. K., "Job Opportunities for Developmentally Disabled People," American Rehabilitation, 1984, 10(2), 26-30

Published Writings (continued)

Elder, J. K., "'84 and More: Looking Ahead," Administration on Developmental Disabilities 1984 Regional Forum Report, U.S. Department of Health and Human Services, Office of Human Development Services, July 11-12, 1984

Elder, J. K., "Quality Service Delivery", CARF - DD Highlights 1984, October, 1-2, 1984

Elder, J. K. (with Conley, R. and Noble, J., "The Service System," in W. E. Kiernan and J.A. Stark (Eds.), Pathways to Employment for Developmentally Disabled Adults. Baltimore: Paul H. Brooks Pub. Co.

Elder, J. K., (with Conley, R. and Noble, J. (in press). "Problems with the Service System," in W. E. Kiernan and J.A. Stark (Eds.), Pathways to Employment for Developmentally Disabled Adults. Baltimore: Paul H. Brooks Pub. Co.

Elder, J. K., (with Conley, R. and Noble, J., "Where Do We Go From: Here?" in W. E. Kiernan and J.A. Stark (Eds.), Pathways to Employment for Developmentally Disabled Adults. Baltimore: Paul H. Brooks Pub. Co.

Elder, J. K., "New Horizons for Developmentally Disabled Americans," Proceedings of the Mary E. Switzer Seminar, 1984

Elder, J. K., "Uncle Sam Focuses on Family Support: Let's Do More for Families," UCPA News, April-June 1985

13. Speeches:

Elder. J. K., "Alternatives to Parenthood: Early Pregnancy Counseling," Department of Public Health Conference, Marquette, Michigan, April 1973

Elder, J. K., "Mental Retardation - Some Amazing Changes," Iron Mountain - Kinsford Women's Club, Iron Mountain, Michigan, November 1973

Elder, J. K., "What Is an Exceptional Child? Opportunities for Realization," Delta Kappa Gamma, Marquette, Michigan, March 1974

Elder, J. K., "Educational Diagnosis and Prescriptive Teaching," Michigan Association of Learning Disability Educators, Boyne Highlands, Michigan, October 1974

Elder, J. K., "Reading Diagnosis and Prescriptive Teaching," Tahquamenon Area Public Schools, Newberry, Michigan, February 1975

Speeches (continued)

Elder, J. K., "Pre-school Assessment for the Special Education Teacher," Michigan Association of Learning, Disability Educators, Boyne Highlands, Michigan, October 1975

Elder, J. K., "New and Tried and True Materials for Learners with Other Learning Disabilities," National Center on Educational Media and Materials for the Handicapped - Symposium, Columbus, Ohio, July 1976

Elder, J. K., "Educational Concerns - School Age Population; Special Concerns Multiple Handicaps," The White House Conference on Handicapped Individuals - State of Michigan, Marquette, Michigan, August 1976

Elder, J. K., "Dissemination of Information Pertaining to the Education of Severely and Profoundly Handicapped Students," American Association for the Education of the Severely/Profoundly Handicapped, Kansas City, Mossouri, October, 1976

Elder, J. K., "Implementing Physical Education Programs for ALL handicapped - Field-Based Adaptation Materials Mode," Council for Exceptional Children, Atlanta, Georgia, April 1977

Elder, J. K., "The Door to Understanding: An Information Seminar on Developmental Disabilities," Franklin County Council for Retarded Citizens, Inc., Columbus, Ohio, April 1977 .

Elder, J. K., "A Map for the Future: A Process of Information Sharing," American Association for the Education of the Severely/Profoundly Handicapped, San Francisco, California, October 1977

Elder, J. K., "An Introduction to Mental Retardation: Problem and Perspectives," Michigan Judicial Institute Seminar - The Michigan Mental Health Code for Probate Judges and Probate Registers, Marquette, Michigan, November 1977

Elder, J. K., "IEP and Physical Education and Related Recreation Services," Council for Exceptional Children Institute and Conference on Individualized Education Program Planning, Albuquerque, New Mexico, February 1978

Elder, J. K., "An Introduction to Mental Retardation," Michigan State Planning Council for Developmental Disabilities: Workshop, Ann Arbor, Michigan, March 1978

Elder, J. K., "Programming Individualized Physical Education for Severely Handicapped Children: I CAN Instructional Systems," Michigan Council for Exceptional Children, Grand Rapids, Michigan, March 1978

Speeches (continued)

Elder, J. K., "Iechnology of Education for the Severely Handicapped - The Future," National Symposium - Media Materials Center for the Severely Handicapped, George Peabody College for Teachers, Nashville, Tennessee, April 1978

Elder, J. K., "Instructional Materials for Severely and Profoundly Mentally Retarded Persons: (AAMD Special Training Institute)", American Association on Mental Deficiency, Denver, Colorado, May 1978

Elder, J. K., "Project I CAN: Individualized Instructional System and Curriculum Resource Materials in Physical Education and Associated Classroom Skills," CEC - First World Congress on Future Special Education, Stirling, Scotland, July 1978

Elder, J. K., "Field Testing and Validation: Implications for Adoptions and Educational Quality," BEH - National Marketing Conference for Special Education, Washington, DC, August 1978

Elder, J. K., Mediated In-Service Training Programs for Servicing Ieacher Consultants for the Severely Handicapped," American Association for the Education of the Severely/Profoundly Handicapped, Baltimore, Maryland, October 1978

Elder, J. K., "Service Delivery Systems for Mentally Retarded Citizens in the United States," North Central Regional Conference, National Association for Retarded Citizens, Southfield, Michigan, March 1979

Elder, J. K., "How to Organize and Manage Your Classroom: A Demonstration Workshop," American Association on Mental Deficiency, Miami, Florida, May 1979

Elder, J. K., "Cerebral Palsy - An Overview and Up-Date," Special Health Project, Marquette, Michigan, August 1979

Elder, J. K., "Lifelong Learning for Persons with Mental Retardation," Third International Learning Technology Congress and Exposition, Washington, DC, February 1980

Elder, J. K., "Mental Retardation: The Leading Edge: Service Programs That Work," Association for Retarded Citizens/Marquette County, Marquette, Michigan, April 1980

Elder, J. K., "Adapting Curriculum to Meet the Needs of Mentally Retarded Persons," American Association on Mental Retardation, San Francisco, California, May 1980

Speeches (continued)

Elder, J. K., "Law Enforcement and the Mentally Retarded Person in the Criminal Justice System," Association for Retarded Citizens/Michigan. Cedar, Michigan, June 1980

Elder, J. K., "Living in the Community: Future Policy Directions for the 80's," President's Committee on Mental Retardation and the University of Wisconsin Rehabilitation Research and Training Center, Madison, Wisconsin, September 1980

Elder, J. K., "Facts About Michigan Protection and Advocacy Service for Developmentally Disabled Citizens," Marquette-Alger Intermediate School District, Marquette, Michigan, January 1981

Elder, J. K., Remarks before the National Working Conference on Vocational and Employment Opportunities for Mentally Retarded Citizens, Madison, Wisconsin, March 8-10, 1982

Elder, J. K., "The New Federalism," the Regional Forum, Administration on Developmental Disabilities, Kansas City, Missouri, March 25.26, 1982

Elder, J. K., "The New Federalism," the Regional Forum, Administration on Developmental Disabilities, Dallas, Texas, March 25-26, 1982

Elder, J. K., Remarks before the National Association of Developmental Disabilities Councils, Rosslyn, Virginia, March 30, 1982

Elder, J. K., "The New Federalism," Regional Forum, Administration on Developmental Disabilities, Philadelphia, Pennsylvania, April 1-2, 1982

Elder, J. K., Keynote at the Mental Retardation Conference, Information Center for Handicapped Individuals, George Washington University, Washington, DC, April 15, 1982

Elder, J. K., "The New Federalism and the Developmental Disabilities Program," the ARC/Michigan Assembly on Government, Lansing, Michigan, April 21, 1982

Elder, J. K., "The New Federalism," the Regional Forum, Administration on Developmental Disabilities, San Francisco, California, April 28-30, 1982

Elder, J. K., "The New Federalism and the DD Program," Southeast Regional Association for Retarded Citizens, Packensburg, West Virginia, May 7, 1982

Speeches (continued)

Elder, J. K., Remarks at the Fifth National Conference of Protection and Advocacy Systems, Washington, DC, May 10, 1982

Elder, J. K., Opening remarks at the National Workshop University Affiliated Facilities, sponsored by the American Speech-Language Hearing Association, Gallaudet College, Washington, DC, May 12, 1982

Elder, J. K., "How the New Federalism Affects the New Developmentally Disabled," 106th Annual Meeting of the American Association on Mental Deficiency, Boston, Massachusetts, June 3, 1982

Elder, J. K., Remarks before the Public Policy Group, American Psychological Association, Washington, DC June 17, 1982

Elder, J. K., Remarks before the President's Committee on Mental Retardation, Washington, DC, June 23, 1982

Elder, J. K., "How the New Federalism Affects the New Developmentally Disabled," National Association of Rehabilitation Facilities, Indianapolis, Indiana, June 29, 1982

Elder, J. K., Remarks at the Annual Meeting of the National Association of Counties, Baltimore, Maryland, July 12, 1982

Elder, J. K., "The New Federalism," La Fiesta Educative, University of Southern California, Los Angeles, California, August 20, 1982

Elder, J. K., "The Private/Public Partnership: A New Recipe for a New Mix," Sixth International Congress of the International Association for the Scientific Study of Mental Deficiency, Toronto, Canada, August 26, 1982

Elder, J. K., "The Role of DD Councils in Facilitating the Coordination of Federal Funds," Ohio Developmental Disabilities Council, Columbus, Ohio, September 3, 1982

Elder, J. K., Remarks at the Leadership Conference for Top Managers, Sponsored by the New Jersey Department of Human Resources, Trenton, New Jersey, September 23, 1982

Elder, J. K.. Remarks before the Connecticut Planning Council on Developmental Disabilities, Hartford, Connecticut, September 24, 1982

Elder, J. K., Remarks before the 21st Annual Governor's Conference on the Handicapped, Indianapolis, Indiana, October 7, 1982

Speeches (continued)

Elder, J. K., "Planning for Children with Developmental Disabilities, Pediatric Round Table on Child Health Care Communications, sponsored by Johnson and Johnson, Colorado Springs, Colorado, October 11, 1982

Elder, J. K., Remarks before the Missouri Developmental Disabilities Council, Kansas City, Missouri, October 21, 1982

Elder, J. K., Remarks before the National Meeting of the Epilepsy Foundation of America, Kansas City, Missouri, October 22, 1982

Elder, J. K., Remarks at a meeting of the Louuisiana Developmental Disabilities State Planning Council, New Orleans, Louisiana, October 23, 1982

Elder, J. K., Remarks at the Fall Conference of the National Association of Developmental Disabilities Councils, Madison, Wisconsin, October 25, 1982

Elder, J. K., Remarks at the Louisiana State Planning Council on Developmental Disabilities, New Orleans, Louisiana, October 28, 1982,

Elder, J. K., "Creating Partnerships," National Association State Mental Retardation Program Directors, 20th Annual Meeting, Arlington, Virginia, November 8, 1982

Elder, J. K., Remarks at the Fifth Annual Simpson-Ramsey Lecture, University of Alabama, Birmingham, Alabama, November 11, 1982

Elder, J. K., "Creating Partnerships," Massachusetts DD Council sponsored meeting, Sturbridge, Massachusetts, November 16, 1982

Elder, J. K., Remarks at the 20th Annual Meeting of the National Association of State Mental Retardation Program Directors, Arlington, Virginia, December 8, 1982

Elder, J. K., Remarks before the Virginia DD Council, Richmond, Virginia, January 20, 1983

Elder, J. K., Remarks at the dedication ceremony, Lansing Training Center, Lansing, Michigan, January 28, 1983

Elder, J. K., "Overview of the DD Program", Regional Forum, Administration on Developmental Disabilities, Regions I, II, III, Washington, DC, February 1-2, 1983

Speeches (continued)

Elder, J. K., "Overview of the DD Program," Regional Forum, Administration on Developmental Disabilities, Regions V and VII, Chicago, Illinois, February 10-11, 1983

Elder, J. K., "Overview of the DD Program," Regional Forum, Administration on Developmental Disabilities, Regions IV and VI, Atlanta, Georgia, February 24-25, 1983

Elder, J. K., "Overview of the DD Program," Regional Forum, Regions VIII, IX, and X, Administration on Developmental Disabilities, Seattle, Washington, March 1-3, 1983

Elder, J. K., "Directions and Research Issues," President's Committee on Mental Retardation, Washington, DC, March 15, 1983

Elder, J. K., Remarks at the National Association of Developmental Disabilities Councils Spring Conference, Washington, DC, March 20, 1983

Elder, J. K., "Adoption - Special Needs Children," American Public Welfare Association, Washington, DC, March 22, 1983

Elder, J. K., Remarks at the meeting of the National Association of Professional Residential Facilities for the Mentally Retarded, Washington, DC, March 29, 1983

Elder, J. K., "New Agenda for the Eighties," Maryland State Planning Council on Developmental Disabilities, Annapolis, Maryland, March 31, 1983

Elder, J. K., "National Policy Issues for Developmentally Disabled Individuals and Programs," Young Adult Institute, New York, New York, April 30, 1983

Elder, J. K., "What Every Director Needs to Know About DD Programs," Florida Developmental Disabilities Planning Council, Tampa, Florida, April 29, 1983

Elder, J. K., Remarks at the meeting of the National Association of Protection and Advocacy Systems, Washington, DC, May 2, 1983

Elder, J. K., Remarks at the Sixth Annual Institute, Administration and Supervision, Virginia Beach, Virginia, May 3, 1983

Elder, J. K., "Service Strategies for DD Adults," Idaho DD State Planning Council, Boise, Idaho, May 17-18, 1983

Speeches (continued)

Elder, J. K., "Policies and Program Trends: DD Individuals," American Association on Mental Deficiency, Dallas, Texas, May 30, 1983

Elder, J. K., Roundtable Discussion, "Employability Model for the Developmentally Disabled," American Association on Mental Deficiency, Dallas, Texas, May 31, 1983

Elder, J. K., Paper: "Developmentally Disabled in the United States," US/Israel Bilateral Conference on Self-Sufficiency, Appropriate Care and Deinstitutionalization, Philadelphia, Pennsylvania, June 14-15, 1983

Elder, J. K., Remarks at the opening ceremony of the Sixth Special Olympics, Louisiana State University, Baton Rouge, Louisiana, July 12, 1983

Elder, J. K., "Policies and Program Trends for the Developmentally Disabled," Annual Meeting of the National Society for Children and Adults with Autism, Salt Lake City, Utah, July 14, 1983

Elder, J. K., Remarks at the grant award to Pine Rest, Grand Rapids, Michigan, September 12, 1983

Elder, J. K., "DD Councils--Political Entities," National Conference of the Epilepsy Foundation of America, Washington, DC, September 25, 1983

Elder, J. K., "Reauthorization of the DD Act," National Association of Developmental Disabilities Councils, Kansas City, Missouri, October 29, 1983

Elder, J. K., "Enhancing DD Program Effectiveness," banquet speaker, National Association of Developmental Disabilities Councils, Kansas City, Missouri, October 29, 1983

Elder, J. K., "The HHS Employment Initiative for the Developmentally Disabled," Panel at the National Association of Developmental Disabilities Councils, Kansas City, Missouri, October 30, 1983

Elder, J. K., Keynote: "Action, Resolution, Commitment," Association for Retarded Citizens/US, Detroit, Michigan, November 10, 1983

Elder, J. K., "Experiencing Community Resources--A Workshop," Association for Retarded Citizens/US, Detroit, Michigan, November 10, 1983

Speeches (continued)

Elder, J. K., Remarks at the Southeastern Chapter of the American Association of Mental Deficiency, Ashville, North Carolina, November 16, 1983

Elder, J. K., Speaker at the American Association on Mental Deficiency Special Course on MR/DD: A Societal Problem, Washington, DC, November 30, 1983

Elder, J. K., "The Employment Initiative," National Association of State Mental Retardation Program Directors, Washington, DC, December 6, 1983

Elder, J. K., "Reauthorization of the DD Act," National Council on the Handicapped, Crystal City, Virginia, December 13, 1983

Elder, J. K., Banquet presentation at the meeting of the American Association of University Affiliated Facilities Meeting, Washington, DC, December 14, 1983

Elder, J. K., The Employment Initiative," American Association for Mental Deficiency, Washington, DC, December 14, 1983

Elder, J. K., Presentation at the signing of the Memorandum of Understanding for Cooperation in the Fields of Social Services and Human Development between the Israeli Ministry of Labour and Social Affairs and the Department of Health and Human Services, Jerusalem, Israel, January 16, 1984

Elder, J. K., "1984 and More: Looking Ahead," Regional Forum, Administration on Developmental Disabilities, Denver, Colorado, February 28 - March 2, 1984

Elder, J. K., "Objectives of Rehabilitative and Affirmative Action Programs," A Public Service Seminar on Restoring the Disabled and Handicapped to the Mainstream of Employment. sponsored by The George Mason University, Arlington, Virginia, March 5, 1984

Elder, J. K., Keynote speech at the National Association of Private Residential Facilities for the Mentally Retarded, Washington, DC, March 9, 1984

Elder, J. K., "Exploring Partnerships," the Annual Meeting of Goodwill International Seminar, Washington, DC, March 13, 1984

Elder, J. K., Remarks at Superfest XII--A Film Festival on the Exceptional Individual, Sacramento, California, March 21, 1984

Elder, J. K., "Future Trends," UCLA Faculty Club, Sacramento, California, March 23, 1984

Speeches (continued)

Elder, J. K., Remarks at the Texas Special Olympics, representing the President, Houston, Texas, April 14, 1984

Elder, J. K., Remarks at Project Independence, The Menninger Foundation, Crystal City, Virginia, April 17, 1984

Elder, J. K., "1984 and More: Looking Ahead," Regional Forum, Administration on Developmental Disabilities, Hartford, Connecticut, April 23-26, 1984

Elder, J. K., Keynote: "Life After School--Challenges for the 80s," Friends of Devereux of New York, New York, New York, May 5, 1984

Elder, J. K., Remarks at the Annual Institute in Administration and Supervision, Virginia Coxmonwealth University, Virginia Beach, Virginia, May 13, 1984

Elder, J. K., Remarks at the Miss Wheelchair Georgia Pageant, (served as a judge) Warm Springs, Georgia, May 19, 1984

Elder, J. K., "Living with Developmental Disabilities," New York Jewish Family Conference, Sponsored by the Federation of Jewish Philanthropies of New York, New York, May 23,.1984

Elder, J. K., "An Employment Initiative for the Developmentally Disabled," American Association for Mental Deficiency," Minneapolis, Minnesota, May 28, 1984

Elder, J. K., "Evolving Trends in Federal Funding," American Association for Mental Deficiency," Minneapolis, Minnesota, May 28, 1984

Elder, J. K., Roundtable: "ADD As A Change Agent," American Association for Mental Deficiency," Minneapolis, Minnesota, May 30, 1984

Elder, J. K., Remarks at the Spring Conference of the National Association of Developmental Disabilities Councils, Washington, DC, June 3, 1984

Elder, J. K., Keynote: A National Conference on Networking for Improved Literacy Services for Out-of-School Youth and Adults with Developmental Disabilities, Washington, DC, June 13, 1984

Elder, J. K., "Promoting Special Needs Adoption," National Adoption Exchange, Philadelphia, Pennsylvania, June 27, 1984

Elder, J. K., Keynote, National Autism Association Conference, San Antonio, Texas, July 12, 1984

Speeches (continued)

Elder, J. K., Remarks at the UAF, Columbia, South Carolina, July 17-18, 1984

Elder, J. K., Remarks at Meeting of Let's Play to Grow, Washington, DC, August 17, 1984

Elder, J. K., "Expanding Employment Opportunities for Persons with Developmental Disabilities," National Council for Therapy and Rehabilitation Through Horticulture, 4-H Center, Chevy Chase, Maryland, August 20, 1984

Elder, J. K., Presentation of grant and remarks at the Alabama Coalition of Citizens with Disabilities, Birmingham, Alabama, September 14, 1984

Elder, J. K., Grant presentation and remarks at the Annual Meeting of the Epilepsy Foundation of American, Minneapolis, Minnesota,September 16, 1984

Elder, J. K., Presentation of grant, UAF Riley Clinic, Indianapolis, Indiana, September 21, 1984

Elder, J. K., Remarks at the Iowa Employment Forum, Des Moines, Iowa, September 26-27, 1984

Elder, J. K., "Ihe Federal Eployment Initiative," at the Boston Employment Conference, Boston, Massachusetts, October 4-5, 1984

Elder, J. K., Keynote: "Towards Independence, Productivity, and Integration into the Community," National Association of Developmental Disabilities Councils, Oakland, California, October 11-13, 1984

Elder, J. K., "Employment: Ihe Federal Perspective," Santa Rosa Rotary Club Symposium on Employment, Santa Rosa, California, October 18-19, 1984

Elder, J. K., "A Federal Agency Update," the American Association of University Affiliated Programs, Washington, DC, October 29, 1984

Elder, J. K., "Towards Independence, Productivity, and Integration into the Community," National Meeting of the American Association for Retarded Citizens/US, Nashville, Tennessee, November 2, 1984

Elder, J. K., "Working Together," Ihe Association for Persons with Severe Handicaps, Chicago, Illinois, November 9, 1984

Speeches (continued)

Elder, J. K., "The Federal Employment Initiative," Council of State Administrators of Vocational Rehabilitation, San Diego, California, November 12-13, 1984

Elder, J. K., Remarks at the meeting on Dual Diagnosis, Sufferin, New York, November 19, 1984

Elder, J. K., "Federal State Partnerships to Improve Services to Persons with Developmental Disabilities," National Association of State Mental Health Directors, Washington, DC, December 6, 1984

Elder, J. K., Remarks at the meeting of the National Center for Clinical Infant Programs, Washington, DC, December 14, 1984

Elder, J. K., Remarks at the Kennedy Institute Planning Meeting, Washington, DC, January 15, 1985

Elder, J. K., "Toward Independence, Productivity, and Integration into the Community," Commissioner's Forum, Dallas, Texas, March 11-15, 1985

Elder, J. K., "The Administration on Developmental Disabilities, Past--Present--Future; The Life Cycle of a Service System," Seventh World Congress of the International Association for the Scientific Study of Mental Deficiency, New Delhi, India, March 27, 1985

Elder, J. K., Remarks at the Down Syndrome Congress, Boston, Massachusetts, April 24, 1985

Elder, J. K., Remarks at the Young Adult Institute National Conference on Model Programs and New Technologies for People with Disabilities, April 25, 1985

Elder, J. K., Remarks at Quarterly Meeting of the National Council on the Handicapped, San Francisco, California, April 29, 1985. Elder, J. K., Remarks at the National Native American Conference on Developmental Disabilities, Albuquerque, New Mexico, May 9, 1985

Elder, J. K., Remarks at the D.C. Association for Retarded Citizens, Washington, D. C., May 17, 1985

Elder, J. K., Remarks at the 1985 Conference of the National Association of Protection and Advocacy Systems, San Francisco, California, May 21, 1985

Elder, J. K., Roundtable: "Developmental Disabilities: Future Opportunities," Association for Mental Deficiency Philadelphia, Pennsylvania, May 28, 1985

Speeches (continued)

Elder, J. K., "Employment Related Services for the Developmentally Disabled," American Association for Mental Deficiency," Philadelphia, Pennsylvania, May 29, 1985

Elder, J. K., "Federal Perspective of Mental Retardation," Plenary Sess:on, American Association for Mental Deficiency, Philadelphia, Pennsylvania, May 30, 1985

Elder, J. K., Remarks at a the Delegates Assembly of Goodwill International, Washington, D. C., June 26, 1985

Elder, J. K., A Major Address before the International Symposium on Youth and Disability, Jerusalem, Israel, July 2, 1985

Elder, J. K., Remarks at the Northeast Conference on Physical Activity for Disabled Persons, Bolton Valley, Vermont, July 17, 1985

Elder, J. K., Remarks before the Joint Caribbean Congress on Disability and Rehabilitation, San Juan, Puerto Rico, August 19, 1985

Elder, J. K., "Crossing Boundaries, Creating Paths," The Council for Exceptional Children, Denver, Colorado, October 7, 1985

Elder, J. K., Remarks before the Annual Meeting of the American Association of University Affiliated Programs, Seattle, Washington, October 9, 1985

Elder, J. K., Remarks before the National Association of Developmental Disabilities Councils, St. Paul, Minnesota, October 17, 1985

Elder, J. K., Remarks at the Symposium on the Employment of People with Disabilities, Salt Lake City, Utah, October 22, 1985

Elder, J. K., "Children Grow Better in Families," National Conference on Epilepsy, Baltimore, MD, October 25, 1985

Elder, J. K., Remarks at the Northeast Regional Conference on Autism, Portland, Maine, October 26, 1985

Elder, J. K., Remarks before the President's Committee on Mental Retardation Conference on Dual Diagnosis, Washington, D. C. October 30, 1985

Elder, J. K., Keynote address at the National Association of Counties, Atlanta, GA, November 13, 1985

Elder, J. K., Remarks representing the Secretary at the Rhode Island Zone, Providence, RI, December 1, 1985

Elder, J. K., Remarks at the Association for Persons with Severe Handicaps, Washington, D. C., December 6, 1985

Elder, J. K., Remarks at the Clinical Infant Programs Biennal National Training Institute, Washington, D.C., December 7, 1985

Elder, J. K., Remarks at the Council of State Planning Agencies Academy, Jacksonville, Florida, December 11, 1985

Elder, J. K., Remarks at the North Carolina Annual Conference on Prevention, Raleigh, NC, December 13, 1985

Elder, J. K., Keynote at Commissioner's Forum, Dallas, Texas, March 3, 1986

Elder, J. K., Remarks at the Kennedy Foundation Educational Conference for the Clergy, Warrenton, VA, March 11, 1986

Elder, J. K., Remarks at the Young Adult Institute Annual Conference, New York, NY, April 30, 1986

Elder, J. K., Remarks at the American Association for Mental Deficiency Annual Meeting, Denver, Colorado, May 27, 1986

Elder, J. K., Keynote address at the National Society for Children and Adults with Autism, 18th Annual Conference, Washington, D. C., July 16, 1986

Elder, J. K., Remarks before the National Alliance of Business, Washington, D. C., July 22, 1986

Elder, J. K., Remarks before COSSMHO 6th National Hispanic Conference on Health and Human Services, New York, NY, September 6, 1986

Elder, J. K., Keynote address at the Israel-United States Conference, Philadelphia, Pennsylvania, September 15, 1986

Elder, J. K., "Toward a National Child Care Policy," National Alliance of Business 18th Annual Conference, Chicago, Illinois, September 16, 1986

Elder, J. K., Remarks before the Indiana National Association of Rehabilitation Facilities, Indianapolis, Indiana, September 18, 1986

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Speeches (continued)

Elder, J. K., Remarks before the Regional Head Start Training Workshop, Washington, D. C., September 23, 1986

Elder, J. K., "Toward Independence, Productivity, and Community Integration," National Association of Private Residential Facilities for the Mentally Retarded, Washington, D. C., September 22, 1986

Elder, J. K., Remarks before the Alliance for Aging Research, Washington, D. C., September 29, 1986

Elder, J. K., "Transition From School to Workplace for Young People with Developmental Disabilities," VIEA Transition Conference, Williamsburg, Virginia, October 7, 1986

Elder, J. K., Remarks before the Switzer Memorial Seminar, Washington, D. C., October 8, 1986

Elder, J. K., "Strategies for the Future--New Initiatives in Hiring the Developmentally Disabled," National Council for Therapy and Rehabilitation Through Horticulture, Coral Gables, Florida, August 20, 1986

Elder, J. K., Remarks before the National Association of Developmental Disabilities Councils, San Juan, Puerto Rico, October 24, 1986

Elder, J. K., Remarks before the Meeting of the Child Abuse and Neglect State Liaison Officers, Washington, D. C., October 28, 1986

Elder, J. K., Remarks before the 15th Annual Meeting of the National Association of Counties, Ft. Lauderdale, Florida, December 16, 1986

Elder, J. K., Keynote address at the National Society for Children and Adults with Autism, 18th Annual Conference, Washington, D. C., July 16, 1986

Elder, J. K., Remarks before the National Alliance of Business, Washington, D. C., July 22, 1986

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Elder, J. K., Keynote address at the Israel-United States Conference, Philadelphia, Pennsylvania, September 15, 1986

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Elder, J. K., "Toward a National Child Care Policy," National Alliance of Business 18th Annual Conference, Chicago, Illinois, September 16, 1986

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Elder, J. K., Remarks before the Alliance for Aging Research, Washington, D. C., September 29, 1986

Elder, J. K., "Transition From School to Workplace for Young People with Developmental Disabilities," VITA Transition Conference, Williamsburg, Virginia, October 7, 1986

Elder, J. K., Remarks before the Switzer Memorial Seminar, Washington, D. C., October 8, 1986

Elder, J. K., "Strategies for the Future--New Initiatives in Hiring the Developmentally Disabled," National Council for Therapy and Rehabilitation Through Horticulture, Coral Gables, Florida, October 20, 1986

Elder, J. K., Remarks before the National Association of Developmental Disabilities Councils, San Juan, Puerto Rico, October 24, 1986

Elder, J. K., Remarks before the Meeting of the Child Abuse and Neglect State Liaison Officers, Washington, D. C., October 28, 1986

Elder, J. K., Remarks before the 15th Annual Meeting of the National Association of Counties, Ft. Lauderdale, Florida, December 16, 1986

Elder, J. K., Remarks before the National Network of Runaway Youth, Washington, D.C., February 3, 1987

Elder, J. K., Remarks at the National Conference on State/Territorial Planning for the Prevention of Mental Retardation, Washington, D. C., February 11, 1987

Elder, J. K., Remarks before the Conference Board, Washington, D. C., February 12, 1987

Elder, J. K., Remarks before the National Conference on Disabled Black Americans, Washington, D. C., February 13, 1987

14. QUALIFICATIONS;

My entire professional career has been devoted to serving people. I earned advanced degrees in education and psychology from the University of Michigan. I have published and spoken widely to local, national and international forums on topics related to human services.

I have had hands-on experience in the classroom as a teacher, as well as executive and academic experience as a university professor and administrator, and as an official of the service delivery system at the State and County levels.

As Commissioner of the Administration on Developmental Disabilities for four years, I implemented a major new Presidential Initiative to assist persons with developmental disabilities to find employment. I also re-organized a major discretionary grant program for Universities. I was instrumental in bringing about a re-orientation of the Federal program from one which perpetuated long-term dependency to one which focused on independence, productivity, and integration into the mainstream community.

For four years as Commissioner, I was a member of the Office of Human Development Services' Senior Staff, and participated in major decisions involving discretionary grants, re-programming, and administrative reorganization.

I have served as Acting Assistant Secretary for Human Development Services since June 1986, and have directed the agency through its budgetary and legislative processes, as well as personnel, fiscal and re-programming decisions. I have familiarized myself extensively with each of the program agencies of OHDS.

As Assistant Secretary, I would bring to this post my long-held philosophy that our "vulnerable" client populations---be they disabled, elderly, youth and families in need or in crisis, or Native Americans---want and deserve opportunities to improve their lives, to find dignity in work, to live in the community and not apart from it, and to achieve the full degree of independence of which they are capable.

I would hope to lead the Office of Human Development Services not only to permit the achievement of such goals---but to encourage it.

Senator MOYNIHAN. A very good morning to our special guest and our dear friend and colleague, Senator Riegle. This is a hearing of the Subcommittee on Social Security and Family Policy of the Committee on Finance, and we are here to have presented to us and to talk to the Honorable Dr. Jean Elder, who is the candidate for the position of Assistant Secretary for Human Development Services in the Department of Health and Human Services.

Dr. Elder, we welcome you to the committee. And, Senator Riegle, I believe you would like to introduce your colleague.

STATEMENT OF THE HONORABLE DONALD W. RIEGLE, JR., A UNITED STATES SENATOR FROM THE STATE OF MICHIGAN

Senator RIEGLE. Thank you, Mr. Chairman. Before I introduce Dr. Elder, let me take this occasion, as a citizen and as a Senator, to thank you and commend you for your leadership over many long years on the basic human service issues in this country—issues relating to children and issues relating to the well-being of families. These are topics that from time to time surface in highly politicized ways. But of the handful of people that have pursued these issues, these vital national issues, consistently, thoughtfully, and powerfully, year in and year out over decades now. I think you stand as tall or taller than anybody else in our society in that regard.

And one of the reasons that I am very pleased to have the opportunity to serve with you in the Senate and to appear here today is because of that very distinguished leadership that you have given. I am very appreciative for it and I know the people of my State feel the same way.

Senator MOYNIHAN. You are very generous, sir.

Senator RIEGLE. It is a great pleasure for me to introduce Dr. Jean Elder. She is here today, as you say, as the Administration's nominee for the position of Assistant Secretary for Human Development Services for the Department of Health and Human Services, a very important assignment.

Dr. Elder, a native of my State of Michigan, has pursued a very distinguished professional career in human services and I would like to indicate that.

Dr. Elder began her career as a teacher, first in the public schools, and later, in a special school for mentally retarded students. Following completion of her Doctorate in Education and Psychology at the University of Michigan, Dr. Elder taught and conducted research in the areas of special education and developmental disabilities at Indiana University, Northern Michigan University, and the University of Wisconsin.

Dr. Elder gained valuable insights about the needs of developmentally disabled individuals in her tenure as Director of the Michigan Protection and Advocacy Service for Developmentally Disabled Citizens.

She also has extensive experience in human service delivery systems at the local and state level, including directorships of projects serving delinquent youth and children with learning problems.

Subsequently, Dr. Elder served for four years as Commissioner of the Administration on Developmental Disabilities. As Commission-

er, Dr. Elder implemented a major new initiative to assist developmentally disabled persons to find employment. She also shifted the orientation of the federal program toward efforts to help developmentally disabled individuals attain higher levels of independence and productivity as participants in the mainstream community.

As Acting Assistant Secretary for Human Development Services, Dr. Elder has directed the Agency through major personnel, fiscal and programing decisions while gaining full familiarity with the programs of OHDS.

Throughout her career, Dr. Elder's work has reflected convictions that I strongly endorse: a belief in the value of helping individuals experience independence, dignity and personal growth; and a belief in the critical need to insure the safety and healthy development of our children, which, of course, are our future.

With her extensive background in research, human service delivery and administration, Dr. Elder clearly possesses exceptional qualifications as the nominee for Assistant Secretary of OHDS.

I would just conclude by saying that we oftentimes are not able to find those individuals uniquely suited to come in and take on major responsibilities within our federal government system. From time to time we have the very fortunate circumstance of a near perfect match of a person with great capability and training and experience in an area of extraordinary need within the government service. And I am very proud and happy to say to you, Mr. Chairman, that we have such a circumstance here today, and it is with that feeling that I introduce to you Dr. Elder.

Senator MOYNIHAN. We thank you, Senator Riegle, most assuredly for your introduction and your kind personal remarks. And just to reinforce your judgment in this matter, our very learned and distinguished friend, Senator Hatch, has appeared, I take it he would wish to make a statement. We welcome you, Senator.

STATEMENT OF THE HONORABLE ORRIN G. HATCH, A U.S. SENATOR FROM THE STATE OF UTAH

Senator HATCH. Thank you very much, Senator Moynihan, and thank you for your kind statement, Senator Riegle.

Mr. Chairman, it gives me great pleasure to appear before this distinguished committee to speak on behalf of Jean K. Elder, who has been nominated by the President to be Assistant Secretary for Human Development Services.

I have known Dr. Elder since she came to Washington to serve as Commissioner on Developmental Disabilities more than four years ago. We have worked together on many occasions to help several programs develop from ones that merely maintained the dependency of people with developmental disabilities to ones that helped them to become productive, independent individuals. Under her leadership, the administration of developmental disabilities has implemented major programs to help people with developmental disabilities to find jobs in the private sector. Over 87,000 people have already been placed thus far, and they are earning over $400 million annually in taxable wages, that's quite a record. In addition, the taxpayers are saving another $400 million each year in reduced benefits and services.

STATEMENT OF ORRIN G. HATCH

BEFORE THE SENATE COMMITTEE ON FINANCE

THURSDAY MARCH 19, 1987

CONFIRMATION HEARING FOR JEAN K. ELDER, PH. D.

MR. CHAIRMAN, IT GIVES ME GREAT PLEASURE TO APPEAR BEFORE THIS DISTINGUISHED COMMITTEE TO INTRODUCE OF DR. JEAN K. ELDER, WHO HAS BEEN NOMINATED BY THE PRESIDENT TO BE ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES.

I HAVE KNOWN DR. ELDER SINCE SHE CAME TO WASHINGTON AS COMMISSIONER ON DEVELOPMENTAL DISABILITIES MORE THAN FOUR YEARS AGO. WE HAVE WORKED TOGETHER ON MANY OCCASIONS TO HELP SEVERAL PROGRAMS DEVELOP FROM ONES THAT MERELY MAINTAINED THE DEPENDENCY OF PEOPLE WITH DEVELOPMENTAL DISABILITIES TO ONES THAT HELPED THEM TO BECOME PRODUCTIVE, INDEPENDENT INDIVIDUALS.

UNDER HER LEADERSHIP, THE ADMINISTRATION ON DEVELOPMENTAL DISABILITIES HAS IMPLEMENTED MAJOR PROGRAMS TO HELP PEOPLE WITH DEVELOPMENTAL DISABILITIES TO FIND JOBS IN THE PRIVATE SECTOR. OVER 87,000 PEOPLE HAVE ALREADY BEEN PLACED THUS FAR, AND THEY

ARE EARNING OVER FOUR HUNDRED MILLION DOLLARS ANNUALLY IN TAXABLE WAGES. THAT IS QUITE A RECORD. IN ADDITION, THE TAXPAYERS ARE SAVING ANOTHER FOUR HUNDRED MILLION DOLLARS EACH YEAR IN REDUCED BENEFITS AND SERVICES. THIS IS THE KIND OF LEADERSHIP WE HAVE LEARNED TO EXPECT FROM DR. ELDER AS ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES.

DR. ELDER IS AN ARTICULATE AND CAPABLE ADMINISTRATOR. HER INNOVATIVE POLICIES DEMONSTRATE HOW AN ANALYTICAL AND CREATIVE MIND CAN SEE NEW POSSIBILITIES FOR IMPROVING TRADITIONAL PROGRAMS AND CREATING PATHWAYS TO GREATER EFFECTIVENESS. SHE IS ALSO A DIPLOMATIC AND COOPERATIVE PERSON WHOSE PRODUCTIVE RELATIONSHIP WITH CONGRESS HAS BEEN EXEMPLARY.

I HOPE THAT YOU WILL SPEEDILY REPORT DR. ELDER'S NOMINATION SO THAT SHE CAN OFFICIALLY ASSUME THE DUTIES SHE HAS BEEN CARRYING OUT--AND I MIGHT ADD, SO EFFECTIVELY-- FOR THE PAST NINE MONTHS ON AN ACTING BASIS. I REALLY HAVE A HIGH OPINION OF HER. SHE HAS DONE A TREMENDOUS JOB. I BELIEVE SHE IS WORTHY OF EVERY CONSIDERATION BY THIS COMMITTEE, AND BY THE SENATE AS A WHOLE. I COMMEND THE PRESIDENT FOR HAVING RECOMMENDED HER.

Now this is the kind of leadership that we have learned to expect from Dr. Elder as Assistant Secretary for Human Development Services.

Dr. Elder is an articulate and capable administrator. Her innovative policies demonstrate how an analytical and creative mind can see new possibilities for improving traditional programs and really creating partners for greater effectiveness in the government.

She is also a diplomatic and cooperative person whose productive relationship with Congress, I think, has been quite exemplary. So I hope that you can speedily report Dr. Elder's nomination so that she can officially assume the duties she has been carrying out—and I have to add, so effectively—for the past nine months on an acting basis. I really have a very high opinion of her. She has done a tremendous job, and I believe she is worthy of every consideration by this committee, and by the Senate as a whole, and I commend the President for having recommended her.

[The prepared statement of Senator Hatch follows:]

Senator MOYNIHAN. Thank you, Senator, so much for your consultation. [Laughter.]

We now have the pleasure of hearing from Dr. Elder herself. We welcome you, Dr. Elder, and I believe you have a statement which you can put in the record, as you like, and either read or summarize it, or say exactly what you will and as you will.

STATEMENT OF JEAN K. ELDER, PH.D., NOMINEE FOR ASSISTANT SECRETARY FOR HUMAN DEVELOPMENT SERVICES, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Dr. ELDER. Thank you very much, Mr. Chairman, and members of the committee.

I am truly honored to appear before you today as President Reagan's nominee to be Assistant Secretary for Human Development Services. I look forward, if confirmed, to serving him and Secretary Bowen, as well as all those people whose lives are touched by programs of the Office of Human Development Services.

I feel very fortunate to have my friend and fellow Michiganian, the distinguished Senator from Michigan, Senator Don Riegle, here to introduce me.

Senator MOYNIHAN. He sometimes says Michigander.

Dr. ELDER. There is a great argument.

Senator MOYNIHAN. There is an argument.

Dr. ELDER. There is a Michigander or a Michiganian. And given that I am from the Upper Peninsula, we even call ourselves something different. [Laughter.]

Senator MOYNIHAN. I think you are called Canadian.

Dr. ELDER. Not quite. [Laughter.] We are called Uppers.

Senator MOYNIHAN. Uppers.

Dr. ELDER. As the good Senator knows, I am a Michigander, not by birth but by choice, which makes my bonding and my loyalty to Michigan that much greater. I was born in the Great State of Minnesota, but grew up in Northern Michigan and was educated at the University of Michigan in Ann Arbor. My roots are in the great Swedish American heritage of the Midwest that has contributed so much to our national character. I learned early to value faith, hard

work, loyalty, patriotism, and service to others. And believe me, a Northern Michigan winter is a memorable lesson in our interdependences as human beings.

I would also like to thank Senator Hatch for taking the time from his very busy schedule to accompany me this morning and to make a statement in my behalf.

Senator Hatch and I have become good friends over the past years because of his deep and sincere interest, as former Chairman of the Labor and Human Resources Committee, in the special problems of people with developmental disabilities. He has been outstanding in his support of all human services programs and I feel very fortunate to have the support of Senator Orrin Hatch.

I have been preparing for this moment for most of my life. I trained to be a teacher, first, in the public school system and then at the university level. I served on the firing line, providing direct services to people in need and I trained other professionals to serve them as well. I became an administrator and a State program official and came to Washington in 1982 as Commissioner of the Administration on Developmental Disabilities.

My career has been associated with serving people with developmental disabilities. As Assistant Secretary, I want to bring the same approach to all the programs of the Office of Human Development Services that I practiced successfully at the Administration on Developmental Disabilities. These great and important programs for the aged, for Native Americans, for those with developmental disabilities, and for children, youth and families are all about people and serving people.

I want to assist all of our client populations to achieve the goals they have set for themselves: they want to be productive to the extent their capabilities permit; they want to live in the community, and not apart; they want to be seen as capable and not incapable. In short, they want to have the opportunity to live lives of dignity, self-worth and independence.

I want to see that the programs of the Department of Health and Human Services not only permit that opportunity but encourage it. And for those who cannot achieve these goals, I want our programs and services to reflect the generosity, concern and compassion that Americans have traditionally extended to their neighbors in need.

For the past nine months, I have served as Acting Assistant Secretary. I am firmly committed to improving the efficiency and effectiveness of human service programs at the local level and to assuring that our stewardship of federal funds is focused on helping those who need them most.

I am keenly aware of the value of a good working relationship between the Office of Human Development Services and the Congress and each of the committees with jurisdiction. I pledge to you that I will do my utmost to carry out the mandates of Congress. I will always be ready to talk with you, reason with you, and work with you.

Mr. Chairman, thank you for the opportunity to appear before you this morning and I will be glad to answer any questions.

Senator MOYNIHAN. You are very kind, Madam Secretary. Senator Chafee, would you like to make a comment?

Senator CHAFEE. Mr. Chairman, I just want to commend the Administration for the selection of Dr. Elder for this post. She has been a tremendous help to those with developmental disabilities throughout her distinguished career. And her nomination boosts my optimism that this year we might finally move forward on proposals to expand the community-based services, something I have been working on. We have had legislation before this committee and hearings on it. And the whole objective is to get these individuals out into the community. And that is what is is called, "community-based." And for what she has done throughout her career, I want to extend my thanks to her and say she has got my wholehearted support. And we are delighted to see you, Dr. Elder.

Dr. ELDER. Thank you, Senator, very much.

Senator MOYNIHAN. I would like to say for my part much the same as Senator Riegle and Senator Chafee have. I was one of the three persons who drafted the proposal that President Kennedy sent to Congress in 1962, The Mental Retardation Facilities and Community Mental Health Center Construction Act of 1963. And it is, in my view at least, our complete failure to follow up on the principle of deinstitutionalization that has principally given us the problem of the homeless today.

But, Dr. Elder, I have to speak to a painful subject, and we only have limited time. That is the question of the independent living program. A year ago, I offered in this committee an amendment to Title IV E of the Social Sescurity Act, which authorized very small amounts of money—$45 million each in fiscal 1987 and fiscal 1988—for foster children who were aging out of the system. We had hearings on the question, what does a 16- and 17-year-old foster child do who is in foster care, and then faces discharge from the system at age 18? Those young people are just told to go off to Brooklyn, or where you will, and set up living on their own, something you would never expect your own child at 18 to be able to do. Yet we expect children with no parents to try to do so.

We have provided this money. We have provided it twice. We authorized it in the 1986 Budget Reconciliation bill. And we appropriated the first $45 million under the Continuing Resolution last October. And this Administration has cruelly and adamantly refused to spend it. You, in your position, have refused to issue any regulations to the States to spend it. You have said the administration will not do what Congress says.

One of the senior advisors to this committee said, "What you have done is, in effect, impound the money."

Now can you help us on this, because it is so at odds with your career? Not at odds with the record of your Administration, but at odds with your career.

Why have you refused to follow the rule, the clear instructions of Congress, to provide an aging out program for foster children?

Dr. ELDER. Senator, I feel that your question is an appropriate question. And let me back up a bit. Based on what happened in terms of that piece of legislation, I took it upon myself to visit a program that you are very aware of, which is the Flowers with Care Program, in Queens.

Senator MOYNIHAN. Yes.

Dr. ELDER. I spent some time with Father Harvey to get a sense of this issue, given that I had not spent very much of my career in this aspect of human service.

Senator MOYNIHAN. Right. In this area.

Dr. ELDER. Clearly, there is a high need. And I would share with you that we are fully in support of the concept of independent living. There is no area where we do not agree in terms of what we are trying to accomplish. I would share with you that our disagreement is whether or not we need the categorical program or whether or not the issue could be addressed through funds that exist in other programs.

Now, the other question you asked me was whether or not we had moved in terms of being responsive to what Congress had asked us to do. We published a program instruction, and the program instruction was sent out to the States on the 10th day of February. The reason that we did not write regulations was because the law was so very clear that the regulations would have been very redundant and repetitive of what the law said. So we moved to a program instruction. That has been sent to the States. Given what type of action Congress takes, we will certainly spend or not spend by the 30th day of September.

Senator MOYNIHAN. By this 30th day of September?

Dr. ELDER. Absolutely.

Remember that independent living legislation—I mean, you know it very well—covers a 2-year period.

Senator MOYNIHAN. Right.

Dr. ELDER. We are talking about $45 million for this focused program. To repeat again, I want to make very clear to you that there is no disagreement conceptually in terms of what the program is trying to do.

Senator MOYNIHAN. But you accept the notion that we just cannot send 18-year-old children out into the city on their own.

Dr. ELDER. Or a 16-year-old.

Senator MOYNIHAN. Or a 16-year-old.

Dr. ELDER. And the really sad part, from my vantage point of talking to a lot of the young people that I met when I visited with Father Harvey was that a lot of these young people cannot access schools because they do not have a permanent address. So we have youngsters who have no home.

Senator MOYNIHAN. Problem number 1.

Dr. ELDER. Right. They have no home. They have no permanent address. So here you have 11-, -12, -13, 14-year old youngsters on the street when they really should be in an educational program. If we are really talking about the skills you need to acquire to live independently when you become an adult, we have to intervene much sooner than 16, 17 or 18. Many of the skills that are laid out in the Independent Living Bill are these youngsters would be acquiring if they were in a good education program. I am hopeful we can work out some solutions, because those young people shouldn't be on the street all day. They should be in some type of educational program.

Senator MOYNIHAN. Yes.

Can I say that we are faced with a familiar dilemma in this committee, an increasingly familiar, and in this case, a welcome one,

which is that a perfectly qualified, perfectly well motivated person comes before us for confirmation, whose opportunities are severely limited by the Office of Management and Budget. You know what you would like to do. You would like to do what we would like done and you are told you cannot do it. The fact is the Administration has sent us new legislation which proposes to repeal the Independent living Program.

Dr. ELDER. That is correct. Basically what I am doing as an administrator, feeling very strongly about my stewardship, is to have two tracks going. We have sent out the program instructions to the State.

Senator MOYNIHAN. Right.

Dr. ELDER. And given what Congress does, we will then be going down either track A or track B.

Senator MOYNIHAN. All right.

Now, we have to be out of here by 10:00 o'clock because there is another hearing. And I don't want to deny my good friend, Senator Durenberger a chance to ask questions. But Senator Chafee, do you have any questions?

Senator CHAFEE. I have no questions, Mr. Chairman.

Senator MOYNIHAN. Senator Durenberger, do you have any questions?

Senator DURENBERGER. I would like to compliment Jean, obviously, but also you, Mr. Chairman. And I think this exchange was really indicative of a special spirit of cooperation that exists between this committee and particularly you, as the chairman of the subcommittee, and the people that have to run 1-, 2- or 3-tracks sometimes in the Administration.

Senator MOYNIHAN. 1-, 2- or 3-tracks.

Senator DURENBERGER. Right.

Senator MOYNIHAN. And every time they see a budget examiner they have to run like hell. [Laughter]

Senator MOYNIHAN. Dr. Elder, we have a short series of questions on this and on some other subject, and we would like to ask if you would have the goodness to answer in writing.

Dr. ELDER. I would be glad to.

Senator MOYNIHAN. So we have this record that you have just given us, and in the specific detail that you would want it.

[The responses follow:]

Senator Matsunaga has a series of questions, only one of which I will take the liberty of reading and get you to answer now and the others are for writing.

It says, 'In the justification of appropriations, estimates for human development services there is an indication that you intend to reprogram $1.3 million out of aging research funds to pay for the cost of the 1987 Civil Service pay raise and changes in the retirement system, and to transfer $11 million out of aging research funds to pay for foster care prior year claims.'

Now, you may not have a notebook on that, but do you recognize the question? I am sure you do.

Dr. ELDER. Yes, sir, I do.

Basically, it was a strategy that we took within HDS, given the constraint of the budget, of how much we would really come up and ask Congress for. A decision was made that instead of asking

you for $166 million that would be added to the federal deficit, we worked through some reprogramming and some transfer options so that we would ask for $43 million. And that is basically what the question alludes to.

Senator MOYNIHAN. All right. Fine.

Dr. ELDER. It was a budget strategy that we took, feeling that we have some responsibility also in terms of addressing this federal deficit. We are transferring some money from the old Title XX and from other programs, not just aging, but to try to address this supplemental issue.

Senator MOYNIHAN. Fine.

I am going to ask you to give that to us in writing for Senator Matsunaga.

Dr. ELDER. I would be glad to.

Senator MOYNIHAN. And he has a number of other questions.

I will ask you, as you do your best to cope with the deficit, remember that Mr. Stockman and his associates deliberately created that deficit in order to put you out of business. It is not a deficit they inherited. It is a deficit they created in order to make your job impossible. And if they succeeded in nothing else, they did a pretty good job in that regard.

I have a series of three articles on the overloading of the foster care system from the New York Times which I would like to place in the record at this point.

[The articles follow:]

NEW YORK TIMES, SUNDAY, MARCH 15, 1987

Part I
p. 1

A System Overloaded: The Foster-Care Crisis

This article was reported by Michael Oreskes, Suzanne Daley and Sara Rimer and was written by Mr. Oreskes.

New York City foster-care children are being bounced from home to home and institution to institution in far greater numbers and under more chaotic conditions than officials, caseworkers and other experts can recall.

This is occurring, they say, because social-service officials have been caught unprepared for an increase in the need for foster care — an increase that came while they were, in fact, cutting back foster care beds.

The children are now buffeted by countless rejections and severe stress. They often become angry, depressed and violent. Few of them understand that they are the littlest victims of a system that, by all accounts, has been overwhelmed.

"It's gotten to the point where we're sending kids home to bad circumstances because foster care is such a terrible alternative," said Judge Daniel D. Leddy Jr. of Family Court. "It's not safe and it's exploding at the seams."

Spokesmen for the city and state social service systems say they could never have predicted the increase in the need for foster care.

But other experts, within city and state government and outside, say the Koch and Cuomo administrations have been too slow to respond to warnings and specific proposals as far back as 1985.

Misplaced Children

First article of a series.

After a decade of decline, the number of children needing foster care, here and across the country, is on the rise. The number of children taken from their parents for abuse or neglect is up substantially. Experts here cite the city's housing shortage, the epidemic of the drug crack and the continuing rise of teen-age pregnancy — including children in foster care having children that are then placed in foster care — as prime reasons for the increase.

System Is Overloaded

Simply put, New York City has no place for all the children. And a tragedy of major proportions is occurring each day, according to interviews with participants throughout the system.

Abandoned babies live in hospital cribs, and learn to walk while holding a nurse's hand.

A pregnant 13-year-old has been sleeping for weeks on a couch in a recreation room at a group home where 25 children live in space meant for 18.

Troubled teen-agers languish for months in chaotic observation centers where, according to workers and legal advocates, physical abuse of children by other children has become a daily occurrence.

Social service workers struggle heroically, but often in vain, to find a bed each night for all the children, some of whom have ended up sleeping in city offices.

Overcrowding: A Crisis

A tragic irony of this crisis is that there are actually many fewer foster children today in New York City than a decade ago. In 1977, the system was caring for 23,857 children. The current crisis has been caused because the system has been geared entirely for decreasing numbers of children in foster-care placement. By December 1984, the number of foster children had been reduced to 14,230 children and officials expected the decline to continue. They were wrong.

The number of children has climbed to 17,500 and is headed higher. Officials have been unable to turn the system around fast enough to handle the surge.

One city report describes the system as being under "unprecedented pressures," a bureaucratic phrase to describe a shortage of beds worse than any in the memory of longtime foster-care workers.

New York City is having more trouble than other regions in coping with the nationwide increase in need for foster care, said Marcia Robinson Lowry, a foster-care expert at the American Civil Liberties Union. The reason is essentially twofold, according to Ms. Lowry and other experts.

First, they said, officials were slow to respond. And once they did, it was difficult to reverse gears because New York City's system is more heavily dependent than any other in the country on private, largely sectarian, agencies and is therefore difficult to expand rapidly, the experts said.

Families Disrupted

For a decade, pursuing goals most everyone agrees were laudable, officials have been steadily reducing the number of children in foster care — sending them home or moving them to adoption. This goal was enshrined in a landmark piece of legislation, the Child Welfare Reform Act approved by the State Legislature in 1979.

The principle of that legislation, motivated by disclosures of abuse of children in foster care, was simple. Foster care is an alternative of last resort. More should be done to support troubled families and when that fails, more should be done to find permanent new homes for children.

Following the mandate of the law, state and city officials worked to reduce the size of the system, and thus its ability to receive more children. Thou-

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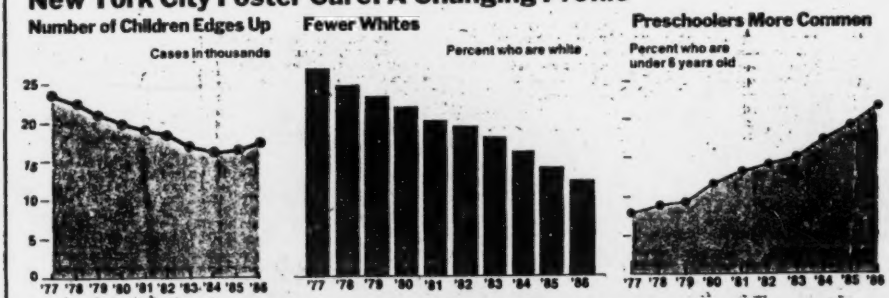
THE NEW YORK TIMES, SUNDAY, MARCH 15, 1987

New York City Foster Care: A Changing Profile


Number of Children Edges Up
Cases in thousands
25
20
15
10
5
0
'77 '78 '79 '80 '81 '82 '83 '84 '85 '86
Fewer Whites
Percent who are white
'77 '78 '79 '80 '81 '82 '83 '84 '85 '86
Preschoolers More Common
Percent who are under 6 years old
'77 '78 '79 '80 '81 '82 '83 '84 '85 '86

Sources: New York City's Office of Special Services for Children, the Child Welfare Information System and the New York State Child Care Review System

The New York Times/March 15

sands of beds were removed. Workers who had been recruiting foster parents were transferred to check the quality of foster homes

A state report projected that the number of children needing foster care would continue to decline into the 1990's.

But over the last 18 months the crisis began to develop, with the sharp rise in reports of child-abuse, teen-age pregnancy and the sudden emergence of crack.

"The bureaucratic system did not mobilize itself quickly enough for the crisis," said Prof. Rosa M. Gil of Columbia University, a former senior official at the city's Human Resources Administration.

It took seven critical months after they were first asked by the city for state officials to lift reimbursement rules that were intended to encourage the reduction of foster-care beds, city, state and outside experts said.

It was 14 months after a city official asked for mayoral involvement "as quickly as possible" before Mayor Koch, on Feb. 4, lead an advertising campaign to recruit desperately needed foster parents, according to official and internal documents.

Mayoral spokesmen said that, as far as they could determine, the 1985 memo was not sent to city hall, although various discussions were held, they said, and other actions were taken.

"It did take quite a period of time before the state, before other parts of the city administration and the voluntary network — the whole community — before they were as convinced as we were here that we had a real problem on our hands," said John Courtney, director of program planning for the city's Office of Special Services for Children.

Shuffling of Officials

One problem, a number of officials and experts said, is that the city officials in charge of managing foster care have changed with great frequency.

In the nine years of the Koch administration, the Mayor has appointed and replaced six administrators of Human Resources and six directors of the Office of Special Services for Children, which directly supervises foster care.

"You have very dedicated people in this area, but the problems are so huge," said Mayor Koch. "They try their best and when their best isn't good enough, we try to find someone else who brings new insight and energy."

City and state officials say they now recognize the severe shortage of beds and are doing everything they can to recruit more foster parents, open more group homes and do whatever else is needed to find room for all the children.

But even now, they are hampered in responding, several said, because New York City cares for its foster children in a way unique in the United States — by turning almost all of them over to private, mostly sectarian, agencies.

The city has legal responsibility for the children. But it turns most of them over to 57 private agencies that work under contracts with the city and are reimbursed with city, state and Federal funds.

The private groups arrange to place the children in private foster homes, group residences or institutions. About 1,300 children, mostly those turned away by the private agencies, end up in foster homes and residences run by the city.

The control the 57 private groups have over the system has made it difficult for the city and state to quickly expand in the current crisis, officals said.

This would be true in any case. But the problem is particularly severe now because several of the religious agencies, including the Roman Catholic Archdiocese of New York, which controls 4,000 beds, are threatening to withdraw from the foster-care system rather than comply with a court stipulation that they provide birth-control information and limit religious exposure.

That has further complicated the search for beds. William Grinker, the Human Resources Administrator, said he was considering ideas to give the city itself — perhaps through a public benefit corporation — a much larger role in providing foster-care beds.

But even that would take time.

Frustration: Part of System

At almost every point in the foster-care system, participants talk about being overwhelmed. The crisis of beds has drawn attention to festering problems and made the general difficulties of foster care much worse.

"It's all under water," said Judge M. Holt Meyer of Family Court. "Over all, I would say, it certainly is a system that is in need of help at every single level."

Judge Meyer has sole charge of reviewing foster care cases — deciding whether children are being cared for properly, whether plans for the future are being made, whether they should return to their parents or be put up for

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adoption. He must singlehandedly review 40 to 50 cases a day. "The time constraints are very severe," he said.

Judge Meyer was echoing a sentiment heard throughout the system in scores of interviews in which participants described their daily struggle.

Reports of Sexual Abuse

A social worker talks about a 3-year-old boy whom agencies have twice reported being sexually abused by his father. Twice he has been sent back home by judges who said they were recognizing the parents' rights. Now the youngster is back for a third time in the care of a private agency that says it wants to place him in a foster home. But instead, the child is being sent on orders of a judge to his paternal grandmother.

"You might as well discharge the kid to his father," the social worker said. "I think that kid is going to be destroyed. But I've got 125 other kids to deal with. I can't struggle with everyone. I've reached my limit. This is a nightmare. But I've got so many nightmares on my case load. There are limits to what you can do."

Eileen Lyons, who has just resigned as a supervisor at a child-welfare agency, the New York Catholic Guardian Society, said: "This is a system where you try to be effective where you can. It's possible to begin to burn out, to begin to hate the population and the neediness and the overwhelmingness of it all."

The Search For Good Care

Every day — and often long into the evening — a kind of auction takes place in which city workers try to find homes, or placements, for children who have come in that day or who have been returned to the city by the voluntary agencies.

A year ago, well into the bed crisis, if the workers had 100 children needing beds, it was a busy day. Last Tuesday, the city had to place 144 children.

They call their counterparts at the 57 private agencies who control most of the foster-care beds in private homes, small group residences and larger institutions.

Makeshift Placements

Many of the placements are makeshift, at best. Of the 144 children sent out last Tuesday, 92 had beds only for the night and were back the next day in need of a new home.

Not only are there not enough beds, but there are not enough beds in the right kinds of places with the right kinds of services. The system must find homes for many more younger children than it used to, which is why some 200 abandoned infants end up sleeping in hospital wards, where they are called boarder babies.

But the system must also serve many severely disabled, emotionally troubled or educationally retarded children. When these children reach adolescence they become known in the system as "hot potatoes," said Dr. Gill, because "Nobody wants them."

"There aren't agencies who are willing to take kids with special needs," Ms. Lyons said. "We don't want these kids. We don't have the money to hire the right kind of help. It's hard to find an agency that will handle a homosexual kid or a kid with a violent history."

Ms. Lyons said that in one group home run by Catholic Guardian, a child attacked others with a knife. "We have to try to get him out," she said.

But no one wants to take him, she said. "It's like going to war," she continued. "Everyone is defending themselves against kids who are very difficult to handle. You spend a lot of time juggling kids and trying to move out kids in self-defense. Everyone is fighting each other. It's very disheartening."

She added: "If these were all Boys Town kids who just needed a chat with Father Flanagan, we'd have no problem. But they're not like that anymore. We have 15-year-old prostitutes and crack dealers. The problems are overwhelming."

Teen-Agers: Life in Limbo

When none of the private agencies will accept a child, they often end up in group placements run by the city itself.

Among these placements are diagnostic centers. These are supposed to be places where older foster children are taken for brief periods — a maximum of 90 days — for observation and then placement in a permanent home.

But because there is nowhere else to send the children, the diagnostic centers have become "a dumping ground" for teen-agers, said Karen Freedman of Lawyers for Children, an advocacy group.

Ms. Freedman said teenagers have remained in the centers for as long as nine months.

Assaults in Centers

"It's really the equivalent of the boarder babies for adolescents," she said. "It's the most convenient warehouse. Based on our cases, we believe that assaults, sexual and otherwise, occur daily in the centers."

It was at one of these, the Hegeman Diagnostic Center in the East New York section of Brooklyn, that a 13-year-old girl who had been brought to Hegeman because she had been raped in a foster home was sexually abused by other girls in the center.

Ms. Freedman said that one client, also a 12-year-old girl, "had her life threatened and every stitch of her clothing stolen at Hegeman."

When the girl's aunt called Hegeman to demand to know who was protecting her niece, a worker told her, "I'm sorry I cannot guarantee your child's safety," Ms. Freedman said.

The union representing social-service workers has protested conditions at the diagnostic centers. According to the union, the centers have been operating at nearly a third over capacity.

Manipulation: A Way of Life

Through all of the churning and turmoil in the foster-care system, the children themselves wander.

They sit around offices waiting for a bed. Then they pick up their plastic garbage bag or their tattered little suitcase of belongings and they get in a car and are driven to their bed. If they are lucky, they stay for a while. Many are back the next day to be placed again.

"The foster care thing is like the Soviet Union," said William Brown, 18, who spent most of his life in foster care and now lives in an East Village shelter for the homeless. "If they don't like a certain thing, they move you."

Studies have found that between 25 percent and 50 percent of the young men in New York City's homeless shelters are former foster children.

Next: Frustrations of the caseworker.

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Face-to-Face With Tragedy:

UT/TUESDAY, MARCH 17, 1987 B1

A Caseworker's Burden

By SUZANNE DALEY

The gray-blue light of a winter's dusk had settled over the tenement and the trash-filled vacant lot next door, when Allison Skeete, after a week of searching, finally caught up with the mother and two small children.

The apartment, almost empty of furniture, had no electricity. Candles, set on the floor, flickered in corners and all four burners on the stove blazed, casting heat and shadows.

Ms. Skeete, a caseworker for the city's child welfare agency, was investigating the latest complaint against the mother: she rarely fed her children, used drugs and beat a third child with a belt buckle.

It took Ms. Skeete only a few moments to decide that the little boy, shirtless and without shoes, and the toddler, in pink pants so small they would not button, were not safe at home and should be placed, at least temporarily in foster care.

The boy started to sob.

Such scenes are a part of a caseworker's days and nights. "Sometimes in bed, you can still hear the crying," Ms. Skeete would say later.

Misplaced Children

Second article of a series.

In six field offices across the city — ordinary-looking rooms filled with gray metal desks and black filing cabinets — are 655 case workers who, like Ms. Skeete, investigate allegations that children are being neglected or badly mistreated, physically or psychologically. At stake in the decisions they make may be the very lives of the children.

The turnover rate among those workers has been staggering in recent months. Last year in the Manhattan field office of the Special Services for Children almost the entire staff — 86 percent — transferred or quit. In the Bronx, 50 percent did the same.

A 'Life on Hold'

As the city's child care system has become overwhelmed by a rising number of children in need of foster homes, the lives of caseworkers have been transformed.

The job has always been taxing. Workers without guns or badges climb the stairs of rundown buildings with little idea of what they will find. They must ask personal questions of total strangers who are often infuriated by the caseworker's presence.

These days, the difficulties have been compounded. Workers are dealing with large caseloads, incomplete files left by those who have quit in anger, voluminous paper work and a shortage of foster homes. The problems routinely keep them at work late, often waiting for the city to find beds for the children deemed unsafe at home.

"When you do this job you put your life on hold," says Ms. Skeete, who is 23 years old and has worked for the agency since June.

Last year the city hired an additional 150 caseworkers at starting salaries of $21,000 a

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The New York Times/Sara Krulwich

Allison Skeete, a caseworker for the city's child welfare agency, at Family Court.

year. But inside the city's field office at 345 Adams Street in Brooklyn, where Ms. Skeete and more than 60 other caseworkers are assigned, there are signs that the system remains troubled.

'Ticking Time Bomb'

Some caseworkers are still juggling more than 40 cases — the national standard is 20 — and the number of new cases assigned to them each month remains high. Many say they will leave soon.

One caseworker said he was handling 43 cases and was given six new ones in the first three weeks of February.

"Each case is like a ticking time bomb," the worker said. "It can drive you crazy."

As they conduct their investigations, the caseworkers sometimes find almost unspeakable horrors: children covered with welts, suffering from gonorrhea of the throat or burns inflicted when they were forced into bathtubs filled with scalding water. These are in some ways the easy cases.

"When you see stuff like that you just grab the kid and run," said Carlos Santana, who has been a caseworker for four years. "You know you are doing the right thing."

Often, however, the best interest of the child is not that clear.

In a taxicab, leaving the tenement where they had found the two youngsters, Ms. Skeete and a supervisor, John Bell Jr., debated whether a family court judge would agree with Ms. Skeete's decision.

An Ominous Feeling

"All you really got is the candle's," Mr. Bell said. "You could lose this one."

"That place was a death trap," Ms. Skeete answered, her jaw tightening.

In her arms, the toddler was falling asleep. The little boy in the front seat had stopped crying and was beginning to enjoy the ride, calling out when he thought he was in his grandmother's or his aunt's neighborhood.

When Ms. Skeete knocked on the door of the apartment on the night she took the children, she had been there before. She had also visited two other addresses, made dozens of telephone calls, poured over a case history of the family and contacted the building's landlord. The information she had gathered had been omminous.

Two factors lent particular credibility to the charges: The complaint had been filed by the woman's oldest child, who had walked into State Family Court with a bruise under her eye, and the mother had been reported for mistreating her children five times before.

Searching for Clues

"Something is not right," Ms. Skeete said when she got the report. "You don't have six complaints for nothing."

However, finding the family was difficult. The address the girl had given for her mother did not exist.

Ms. Skeete first tracked down the mother's welfare records to get the ad-

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dress that was on her last check. The address was two weeks old, but Ms. Skeete was optimistic as she left the office.

"If you find the money," Ms. Skeete said, "you usually find the family."

New Worries For Worker

The woman who opened the door to the apartment said she was not the mother, but her sister.

She wore a T-shirt and a torn pair of wool tights and she sipped from a quart bottle of beer as she answered questions laconically.

She told Ms. Skeete that the mother and her children had moved and that she was living there with her "old man."

Ms. Skeete was skeptical.

"Why are there still three mattresses?" she asked.

The woman shrugged: "My sister got stuff here, but she ain't here no more."

No One's Home

That visit left Ms. Skeete even more worried. The building's stairwell was filled with men who scattered at the sight of the police escort that Ms. Skeete had brought because the mother was accused of using drugs. The men's reaction indicated to Ms. Skeete that there was widespread drug activity there, making it no place for a child to live and it also appeared to substantiate the drug allegations.

Ms. Skeete decided to visit the children's paternal grandmother. Perhaps the mother was living there. Or maybe the grandmother could help. But no one was home. Ms. Skeete talked briefly to a neighbor who, in broken English, indicated that the grandmother lived alone.

Ms. Skeete tried the maternal grandmother's home. The building's front door looked as if it had been beaten with a baseball bat. The lock was gone and the hinges were broken. The hallway was dark.

She knocked on the apartment door but no one answered, although a light could be seen through a crack in the door. Ms. Skeete tried a neighbor.

"They're home," the neighbor said. "But they don't answer the door unless they know you. They don't pay no bills."

Grandmother's Concern

After the neighbor shouted through the door, an elderly man opened it. He spoke only Spanish, and the neighbor helped to translate.

No, the children she was looking for were not there, he said. The grandmother was at church. Ms. Skeete gave him her office number and left.

It was 10 P.M. Ms. Skeete had the taxicab driver stop at a newspaper stand for a candy bar and a bag of peanuts — her dinner.

The maternal grandmother called the next day and said she too was worried about her grandchildren. She said she had not seen her daughter in months. Because this was coming from the woman's mother, it was not good news.

The Family Is Elusive

Over the next few days, Ms. Skeete would also have to focus on other cases: a baby born with syphilis; a suicidal young boy who was being beaten by his mother's female lover; a teenager whose father brought her into the office saying she had to be placed in a foster home before he killed her.

Still, she was able to telephone the court officer who had taken the original complaint (he had no new details) and made calls to block the mother's next welfare check in the hope that that would bring her in. Ms. Skeete finally contacted the landlord of the building where she had met the woman in the T-shirt and tights.

The landlord told her that he had seen the mother and two of her children in the building that day.

A 'Slick' Parent

Ms. Skeete concluded that the mother knew Special Services was looking for her and was probably staying away from the apartment in the day. She also thought the woman in the T-shirt and tights might have been the mother and she decided to return to the building late in the afternoon. Mr. Bell, who does not usually go out on field visits, joined Ms. Skeete on her second visit to the apartment because he had met the mother once and would be able to identify her.

On the way there, Mr. Bell told Ms. Skeete what he could remember about the mother: she had been arrested for

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prostitution, had lived in city shelters and was "slick." "She really knows the system, that one," he said.

Making Contact With the Children

The building's stairwell seemed even more crowded this time. Doors slammed and people ran as Ms. Skeete, Mr. Bell and three New York City police officers climbed the stairs.

The sister was indeed a sister. But she was gone and inside the apartment was the mother, her two children and another woman and child who said they were neighbors.

The conversation was brief and often punctuated with silence.

The mother Ms. Skeete had sought for a week insisted she did not live there. She offered no other address or explanation of why she was there.

"We are going to have to remove these children because this is a dangerous situation," Ms. Skeete said, gesturing toward the candles.

The woman said nothing.

'I'll Get You Back'

"Let's get this thing going here," one of the officers said.

The mother started to gather the children's shoes and struggled to get a shirt on the boy, whose chest heaved as he cried.

"What you want me to do with all this police here," his mother asked him. "You love me right? I'll get you back."

The ride to the office took about an hour and a half because Ms. Skeete wanted to go once again to the paternal grandmother's apartment to look for the child who had filed the complaint. But again there was no one at home.

Back at the office, Ms. Skeete and Mr. Bell left the children at the nursery, while they made the phone calls that would start other workers looking for a foster home for the children. Ms. Skeete explained her actions to the Director of the field office, Ruth M. Barrentine, who agreed she had done the right thing.

Fed, Washed and Clothed

Although it was now 8 P.M., there were still at least a dozen other caseworkers there, some trying to complete paperwork, but most were waiting to place children.

After feeding the children, the nursery attendant took each one to the ladies room and bathed them. In the end, the pale blue wash cloth she used had turned brown. The attendant threw it and the children's clothes away, redressing them in clean, though ill-fitting clothes.

As the children came back from the bathroom, Mr. Bell teased them.

"Don't you look nice, now," he said.

The little boy looked pleased.

The toddler had already grown attached to Ms. Skeete and asked to be picked up. Ms. Skeete obliged.

By 11 P.M. no beds had been found for the children and, because the Brooklyn field office was closing, Ms. Skeete and Mr. Bell took the children to a Manhattan office that was open 24 hours a day.

Additional Information

There the boy played with his sister, pushing her around in a wagon, inches from a worker who, sounding like a well-oiled salesman, was trying to find him a bed.

"Can you take a 5-year-old for me?" the worker asked. "Just one 5-year old. Take him for me and I'll dance at your next wedding."

The deal was made.

Ms. Skeete looked unhappy. The children were to be separated — the girl to the Bronx for 30 days, the boy to East Harlem for a night. The next day he would have to wait till 10 P.M. for a bed.

In the next few days, information that had not been available to her before would alter her view of what had been happening to the children.

The daughter who had filed the complaint setting the procedure in motion would come in to see Ms. Skeete and would eventually tell her it was not her mother who had hit her, but her brother.

'Borderline Functioning Parent'

Ms. Skeete would also find out that the mother had never been accused of beating her children. Her boyfriend, now in jail, had. That information had not been available earlier because the last worker to handle the case had quit abruptly on Christmas Eve, leaving behind a battered manila file that lacked many documents.

Nor did it turn out the 2nd mother was living in the apartment where the children were found. The mother would later come to court with a new boyfriend who said the family had, in fact, been living with him. He brought rent receipts and telephone bills as proof.

Had Ms. Skeete had this information, she said, she would not have removed the children. She said that at the next court hearing on the matter that she would recommend the judge return the children but order the family to be supervised.

"The mother is what you call a borderline functioning parent," she said noting that none of her school-age children were registered in school. "She may not do all the things that you like but she functions."

Ms. Skeete sighed.

"This is one of those cases," she said "where if you don't laugh, you cry."

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A Foster-Child's Nightmare: Moving 10 Times in 5 Years

By SARA RIMER

Bill was 6 years old when his mother's boyfriend beat her so badly she had to be hospitalized. Because they needed care and safety, Bill, his two brothers and his sister soon found themselves in the city's vast foster-care system. Bill became No. 4783021.

In the five years he spent shuttling in and out of the system, he moved 10 times, from family to family, from Queens to Harlem, from Brooklyn to Long Island.

By all accounts, one of his foster mothers was an exceptional woman who treated him with great kindness. But, according to confidental records obtained by The New York Times in the course of an extensive investigation into the city's foster-care crisis, this was rarely the case for Bill.

Bill had to move once when his foster mother beat his younger brother, leaving welts on his face and neck. He had to move again because another foster mother needed his bedroom for her son, who was returning from the Marines. He had to move yet again because the third foster mother only spoke Spanish. Bill does not.

Soon he threatened to kill himself if he could not return to his mother. But she was on welfare, and, according to the agency records, she could not find an affordable apartment big enough for her children and, despite their obvious love for each other, caseworkers said she was not a good mother.

Bill's case is only one among 17,500 in a city system that has become overwhelmed. Case histories are almost never made public. But his story is representative of the problems of the system, according to many interviews with social workers, judges, lawyers and other foster-care children. Bill is Hispanic; most of the children are like him, poor, black or Hispanic, and thrown into an emergency system of last resort by domestic breakdowns.

Bill A — the name is a pseudonym — is now 11. When he talks about his odyssey, he sometimes becomes confused and cannot remember where he was at what time. "I remember a lot of houses," he said.

He has thought hard about all that has happened to him in the last few years. He is angry, cynical, sad and elo-

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Nightmare for a Child in Foster Care: Having to Move 10 Times in 5 Years

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quent. "This foster-care thing is a maze," he said. "You get in it and you get lost. They say, 'Here, go live with a stranger.' You go along on one route, then you have to change to another. You're always doing different things."

Bill loves Superman, Chinese food, karate movies and Atari. A brown-eyed boy with a defiant streak, he wants to become a professional wrestler when he grows up. Though a bright boy, according to the records, he is in the fourth grade, two grades behind. Among his most highly prized possessions is the certificate of merit he received at P.S. 161 in Manhattan last year "for outstanding achievement in doing well in a new school." Bill no longer attends P.S. 161.

"I've been to lots of schools," he said.

The last five years of his life have been chronicled by many caseworkers on hundreds of forms marked "Comprehensive Service Plan," "Reassessment Summary" and "Interview With Child."

"I've had so many social workers I can't remember them," Bill said. "They say, 'All right, we're gonna help you, we're gonna help you.' A million times the social workers say, 'We're on your side.' But then they go against you. They're always on your back. It's almost like Rambo against the Viet-cong."

'We Don't Have All the Answers'

William Grinker, The Human Resources Administrator, said the city had gone to great lengths to help Bill and his family. "We put an awful lot of resources into trying to deal with a difficult situation," he said. "But it wasn't enough. It shows as much as anything that we don't have all the answers to all of society's problems."

Bill's case, he said "is not the average situation, but it's certainly not a total aberration."

The records show that caseworkers did seem, for the most part, to have tried to help Bill and his family but that they, like the system they serve, became overwhelmed.

"There were so many things that have happened in this particular case from crisis to crisis," one voluntary-agency caseworker said in a court deposition. "Before you could even get one thing started, something else would happen."

Another caseworker, who added Bill to her list of clients last year, wrote in her first report: "Worker introduces herself to [Bill], who did the same in return. He seems to be a nice boy. When worker asked him if he likes his placement, he stated that he has been away from his mother for too long and he wants to go back home."

The worker then carefully recounted a story Bill had told her about the time his aunt, in a brief period when he had been reunited with his mother, became upset and told him he had to be good or he could be returned to foster care.

"Before [Bill] finished the story," the caseworker wrote, "he broke down in tears and told worker that he was in foster care for three years before, he finally went to his mother and now he is back again, he said he totally refuses to stay there. Worker tried to console [Bill]."

When the boy was 7, the agency to whom he was then assigned, Spence-Chapin Services to Families and Children, began sending him to a psychologist for weekly visits. "Important changes in Bill's life have been causing him great anxiety," the psychologist noted. She was referring to his placement changes and the agency's efforts at the time — ultimately abandoned — to have his mother's parental rights terminated so that he might eventually be adopted.

She expressed concern at her client's "tendency to hurt himself when he's angry with other," giving as an example Bill's habit of "banging his head against my door upon leaving at the end of a therapy session."

Psychiatrists say that moving a child from home to home too often can cause permanent scars. Dr. Albert J. Solnit, a child psychiatrist and co-author of a classic study on child placement, "Beyond the Best Interests of the Child," compares the effects of multiple placements such as Bill's to that of breaking a child's bones, one after the other. Dr. Solnit has no connection with Bill's case.

"These are breaks in human relationships at a time when children desperately need adults they can count on to give them a sense that the world is dependable," said Dr. Solnit, former director of the Child Study Center at Yale University. "The child is exposed to intolerable stress and loss. Not only do children suffer, but we have damaged these children and put a burden on them and society for their futures."

Child-care experts say that many children such as Bill could be kept out of the foster-care system if the city provided their struggling families with more needed services such as homemakers, day care and help in finding housing. Bill's case and a number of others came to the attention of the American Civil Liberties Union and South Brooklyn Legal Services and they have brought a class-action suit against the city in State Supreme Court, charging the city with failing to provide those social services.

Misplaced Children

Third article of a series.

A Duty to Keep Children at Home

The Child Welfare Reform Act of 1979 ruled that the city, wherever possible, must provide the necessary preventive services to keep children from entering the foster-care system.

"The city is filled with families like Bill's," said Chris Hansen, associate director of the A.C.L.U.'s Children's Rights Project. "The answer isn't 'Okay, we'll take your children.' The answer is, 'We'll help you take care of your children.' "

Bill's mother was 17 when she had her first child. His father was 19. The couple, from Puerto Rico, were living in Chicago. Not long after Bill was born, the family moved to Brooklyn. Now 12, Bill's mother has four sons and a daughter aged 2 to 15.

"I wanted my family to be together," she said in an interview, recalling the dreams she had when she started having children.

She has attempted suicide and has been involved with several men who have abused her and occasionally her children, according to agency records. She is now separated from Bill's father, who has had a drinking problem, according to records. Caseworkers have said that Bill's mother has also struggled with a drinking problem, but her lawyers say the accusation is untrue.

Though the caseworkers have questioned her ability to adequately care for her children, they always mentioned her love for them. They described her visits with her children as "very joyful sessions."

Mother Seeks Aid After Beating

After she was beaten in April 1982, Bill's mother walked into the Department of Social Service's Emergency Assistance Unit and requested that her children be placed in foster care until she was in a position to resume caring for them.

Other children who have been neglected or abused are placed in foster care after having been removed from their parents under Family Court order. Some enter the system after their parents have died, and their plights are brought to the attention of city authorities by family or friends or sometimes the police. Others are abandoned babies, of drug addicts suffering from acquired immune deficiency syndrome, for example, and still others are troubled teen-agers whose parents can no longer cope.

Most are assigned to one of the 57 voluntary child-care agencies with whom the city contracts for foster-care services. Their average length of stay in the system is 3.3 years, according to city statistics, down from 5.1 years, in 1977. Generally, once the child has been placed in the foster system by court order, the parent cannot get the child back without a Family Court judge's approval. If the initial placement was voluntary, the mother has the right to have the child back, and if the case worker objects, the worker must petition the court to intervene. Pending the review, the caseworker can hold on to the child for several days.

The foster-care system is intended to rescue children such as Bill. And many children get lucky: They spend some time in loving foster families and are later returned home to improved conditions. Or, they get a second chance with a good family by being adopted. Or they receive skilled ther-

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apy in private residential treatment centers.

The city has maintained in court that the Department of Social Services did provide all the appropriate services to Bill and his family. The city's lawyers argued that Bill's mother failed to take advantage of all those services, noting that she had in fact dropped out of a mother-infant program in which she enrolled at one agency's request.

From the time Bill and his siblings first entered foster care, the agencies outlined as their goal the return of the children to their mother. Obstacles loomed. Caseworkers kept saying the mother was neglectful, though Bill's lawyer said those complaints were never proved.

"The social workers say, 'Mommy's not ready to take care of you,' " Bill said.

"They kept saying I was not a fit mother," Bill's mother said. "I was."

She could not find an apartment for her family on her welfare housing allowance — $308 a month for a family of six.

The city's lawyers argue that Special Services for Children helped Bill's mother in her search for housing.

In 1985, Bill and his older brother were temporarily discharged from foster care and sent to live with their father in the Bronx. But caseworkers soon reported that his father's drinking problem was keeping him from caring for them. They were found in the street begging motorists for food.

Bill and his brother then moved in with their mother, who was living in a battered women's shelter. She finally found an apartment, and Bill and his brother moved there with her. The city began providing her with the services of a homemaker.

But the apartment, in a badly deteriorated tenement in Harlem, lacked adequate water and plumbing. "When the water came on," Bill said, "Mommy would jump for joy."

It was while Bill was reunited with his mother that he began attending P.S. 161.

"He loved being in that class," recalled his former teacher, who awarded Bill his cherished merit certificate. "He was a bright, funny, charming kid. He was difficult, too. You could see the effects of his having been bounced around. He was petrified that if he didn't do well, he'd be sent back to foster care."

In their reports, caseworkers stressed that Bill was angry about being in foster care and was "acting out," making it difficult for his foster families.

After about seven months, Bill and his brother went to live with their grandmother in the Bronx as a foster-care placement, because the apartment in Harlem was so bad.

Finally, Bill's life has begun to look more hopeful. Two months ago, his lawyers went into Family Court where a judge agreed there was never any real finding that the mother was neglectful, and agreed that Bill should be returned to her.

So Bill, his older brother, their 3-year-old brother and their mother have been reunited in a three-bedroom apartment in Harlem that lawyers helped his mother find. The two other children, who have been in foster care for five years, are to join them in two weeks.

On a block with several vacant lots, the building is a rundown old tenement. But the apartment itself is clean, with a fresh coat of pale-yellow paint on the walls. For the first time in years, Bill's mother has a telephone. "This apartment is a paradise," Bill said.

His mother recently bought an inexpensive camera so she can take photographs of her children — together again. "I want to take them places — to museums, beaches, Central Park," she said. "I want to dye eggs with them on Easter."

But Bill remains fearful that he will have to leave his mother again. "I have nightmares," he said. "I had a nightmare that a cop came and took me back to foster care and I never got to see her again."

Senator MOYNIHAN. May we say, Dr. Elder, that this committee welcomes your appointment. We want to work with you. We want to help fight your battles. We want you to win a few, and we want you to know that we are with you. We have every confidence that you are going to be with us and we are going to make the best of the situation we are in. But let's not have any illusion about the situation we are in.

You don't have to answer this. This is an old speech by the presiding chairman. A deliberate crisis was created—I suppose no one believes it because Mr. Stockman wrote it, but it is true—to see that these programs, this 'bloated welfare state", were gutted. Do you consider care for foster children an aspect of the 'bloated welfare state'?

Dr. ELDER. Is that a question?

Senator MOYNIHAN. Yes, I guess that is a question.

Dr. ELDER. No.

Senator MOYNIHAN. No. This hearing ends on a very positive note.

Senator CHAFEE. And that is what you call lobbing up a softball team, a slow pitch. [Laughter.]

Senator MOYNIHAN. Thank you very much, Dr. Elder.

Dr. ELDER. You are very welcome.

[Whereupon, at 10:03 a.m., the hearing was concluded.]

[Dr. Edler's answers to questions from Senators Moynihan, Matsunaga and Riegle follows.]

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Office of the Assistant Secretary
for Legislation
Washington, D.C. 20201

March 20, 1987

The Honorable Lloyd Bentsen
Chairman
Committee on Finance
United States Senate
Washington, D. C. 20510

Dear Senator Bentsen:

I am pleased to forward to you Dr. Jean Elder's answers to questions that were submitted to her in writing from Senator Moynihan, Senator Matsunaga, and Senator Riegle following the Committee's confirmation hearing on March 19.

If I can provide any additional information, please let me know.

Sincerely,

Sally Ann Kirkpatrick

Sally Ann Kirkpatrick
Deputy Assistant Secretary for Legislation/
Legislative Counsel

Senator Moynihan Question #1

QUESTION

Why did it take the Office of Human Development Services, headed by you as Acting Secretary, 10 months instead of 60 days to issue instructions to the states on how to apply for Independent Living funds for FY 87?

ANSWER

During this period, the Administration was considering all aspects of this program including various policy issues and the impact of the new program on the budget. A Program Instruction on application procedures was prepared, approved by OMB, and sent to the States on February 10, 1987.

Senator Moynihan Question #2

QUESTION

Why did you issue "program instructions" instead of regulations?

ANSWER

Based on our review, we concluded that the statute was sufficiently explicit and that issuing clarifying regulations for the purpose of requesting State applications was not necessary.

Various agencies in the Department use Program Instructions or other policy issuances to implement statutory requirements which are clear and unambiguous.

Senator Moynihan Question #3

QUESTION

Why are you now proposing repeal of the statutory authorization of the Independent Living initiatives and "reprogramming" of the $45 million appropriated for these entitlement programs in FY 87?

ANSWER

The Administration is proposing repeal of the Independent Living program because:

- States may provide comparable services under the Social Services Block Grant and Child Welfare Services programs, which total $2.9 billion in 1987. Other Federal efforts already in place include independent living demonstration projects funded by ACTION.

- Numerous private community groups and local governments fund such services at the local level.

There are no negative effects on beneficiaries because the program has not yet been implemented.

The Administration is proposing that the $45 million be "reprogrammed" to help offset unexpected, mandatory cost increases in Foster Care.

Senator Moynihan Question #4

QUESTION

In a speech last September ("Meeting the Needs of Business and Industry in the Year 2000," Sept. 15, 1986), you advocated the provision of services to help the disabled make the transition from school to work. If such services are important for the disabled, why not for youth leaving foster care?

ANSWER

We agree that it is important to assist youth--including youth leaving Foster Care and youth with developmental disabilities--in making the transition from school to work, but we cannot support the implementation of a new Federal categorical services program for this purpose. We urge the States to take advantage of existing authority to use the $2.7 billion social services block grant funds and title IV-B (child welfare services) funds for the provision of these services. In addition, ACTION, the principal agency in the Federal government for administering volunteer service programs, has made discretionary funds available for foster care independent living, and numerous private community groups and local governments fund such services at the local level.

Senator Moynihan Question #5

QUESTION

In the view of your office and the Department in general, what sort of Congressional action would be necessary to ensure continuation of the independent living program, and immediate obligation of the appropriated $45 million?

ANSWER

Action from Congress indicating consideration and rejection of the Administration's request for repeal and reprogramming of the Independent Living program would ensure immediate obligation of the appropriated $45 million.

As the Department's proposal is to reprogram the $45 million appropriated for Independent Living to finance part of the Foster Care supplemental needs for prior year claims, we assume Congress will address this issue during deliberation on the Administration's FY 1987 Supplemental Request.

Senator Riegle Question # 1

QUESTION

What role do you think the federal government should play in helping improve the quality and supply of child care in this country?

ANSWER

I share your concern for improving the quality and availability of affordable care for children--from the period of infancy through the early school age years. We should explore potential solutions to the problems working parents face in assuring that their children are well cared for in their absence.

The supply and demand for child care which exists in local communities must be addressed in relation to the parents' preference for the type of child care arrangement, reasonable cost, and quality of care. The physical health, and the social and cognitive development of children must also be addressed. I am interested in exploring the many facets of employer supported child care which includes the private business world as well as public entities, including our own Federal agencies.

Specifically, we are about to launch a cooperative agreement between the National Association for the Education of Young Children and the Office of Human Development Services for a significant national study of child care demand, supply, and economic importance. This study will provide current information about changing trends in child care usage and configuration of services, the balance of demand and supply in local communities, and factors contributing to the economic role of child care as a major community support for families, businesses, and other institutions which contribute to work and family life. This study is broadly conceived as a descriptive analysis of how child care markets operate and how they respond to the new realities of work and family life in America.

Results of this research will be useful to business leaders, civic groups, provider organizations, State and local governments, and the Federal government in formulating policies and programs both in response to immediate need and for the future.

Senator Riegle Question #2

QUESTION

The Older Americans Act provides a number of critical services to elderly persons and is currently up for reauthorization. Would you recommend any changes in this Act to improve the system of services for elderly individuals?

ANSWER

We believe that the Older Americans Act passed by Congress more than 20 years ago is one of the most important and successful pieces of legislation for Older Americans ever enacted.

The Administration's bill to reauthorize the Older Americans Act is in the Departmental and OMB clearance process. We expect that the Administration will transmit a draft bill to Congress in the near future.

Our proposals for amending the Older Americans Act will provide State and area agencies with the flexibility to strengthen existing local systems to make them more visible, accessible, and responsive to the needs of Older Americans, particularly the most vulnerable.

In general, some of the changes being proposed will:

- o increase State flexibility in the designation of State and area agencies.
- o allow waivers for States to carry out Statewide demonstration projects relating to the initiation, expansion or improvement of services.
- o require States to provide matching funds for the ombudsman program at the same rate that is in effect for all other activities.
- o simplify and streamline certain provisions in the training, research, and discretionary programs and permit participation by for-profit entities.
- o permit older Indians who are members of Indian Tribes receiving direct title VI grants to also be eligible for services under title III.
- o eliminate the hold-harmless provision.

Senator Riegle Question #3

QUESTION
We have heard lately of increases in the number of reports of child abuse and neglect that States are receiving. Do you take this to indicate a failure of our efforts to prevent abuse and neglect, and, what policy initiatives are needed to address this problem?

ANSWER

In 1985, there were 1.9 million reports of child maltreatment. Approximately one-half of these reports were substantiated upon investigation. The trend of reported child maltreatment has been increasing at an annual rate of 11 percent since 1980. We do not believe this increase is evidence of failure to prevent abuse and neglect but is due to increased public awareness of child maltreatment, improved understanding by professionals of what constitutes abuse and neglect, and increased willingness of people to report suspected abuse and neglect.

We have focused on the prevention of child abuse and neglect through funding a variety of projects and activities with discretionary dollars:

- o Projects which address new treatment approaches including use of paraprofessionals and home visitors.

- o Projects to develop cost-effective support systems for families where maltreatment has been chronic.

- o Projects to prevent child sexual abuse including development of curricula (appropriate for pre-school, elementary, and high school); development of public awareness materials; and training projects for students and school personnel.

- o Projects to establish 35 Court Appointed Special Advocacy (CASA) programs to advocate for abused and neglected children involved in court actions and provide respite care or other services.

- o Projects to assist communities to develop a coordinated response to reports of child abuse and neglect utilizing teams of child welfare, law enforcement, mental health, and judicial personnel.

- o Projects to test a risk assessment instrument developed by the American Bar Association to improve decision making in child intake and investigation.

In addition, we will propose legislation to re-authorize the Child Abuse Prevention and Treatment Act.

Senator Riegle Question #4

QUESTION

What is your assessment of how well States are meeting the needs of developmentally disabled persons, and of ways the Administration on Developmental Disabilities can improve States' performance in this area?

ANSWER

The Administration on Developmental Disabilities (ADD) assists States to assure that persons with developmental disabilities receive services which enable them to achieve their maximum potential through increased independence, productivity and integration into the community; and establish and operate a system which protects the legal and human rights of persons with developmental disabilities. The 56 States and jurisdictions which are funded by ADD use these funds to complement existing service delivery systems. We believe that most States are meeting programmatic and other requirements.

o The State Developmental Disabilities Planning Councils, funded through the Basic State Grant Program, monitor the service delivery network, with particular emphasis on case management, child development services, alternative community living arrangements or employment related activities. State Developmental Disabilities Planning Councils served 55,675 persons in FY 1985 (the most recent year for which statistics are available).

o The Protection and Advocacy System served 52,000 persons in FY 1985, providing assistance with problems related to education, employment, transportation, vocational rehabilitation, medical services, abuse and neglect, housing, architectural barriers and guardianship.

ADD carries out special national initiatives, funds discretionary activities, and provides leadership in interagency coordination to stimulate and complement State and Federal efforts. Examples include:

o A national Employment Initiative on behalf of individuals who are developmentally disabled. To date, 67,000 workers have been employed in private sector jobs.

o Research and demonstration projects to develop new technology and demonstrate innovative or improved service delivery approaches which are available to States for replication or adaptation.

o Provides technical assistance to States as requested or required, especially in the area of improved fiscal management and reporting.

o Co-Chairs the Interdepartmental Committee on Developmental Disabilities in order to plan Federal activities on behalf of persons with developmental disabilities.

Senator Matsunaga Question #1

QUESTION

In the Justification of Appropriations Estimates for Human Development Services, there is an indication that you intend to reprogram $1.356 million out of Aging Research Funds to pay in the retirement system, and to transfer $11.144 million out of Aging Research Funds to pay for Foster Care prior year claims.

As the Chairman of the Subcommittee on Aging, I am vehemently opposed to these shifts. I also do not want the Department to simply be waiting for Congress to approve this request and not expend the funds on aging research in a timely manner, because Congress may, in fact, not make the transfer. I am concerned that the Department not wait until so late in the year that plans for using the funds in aging research cannot be adequately developed and the grant process cannot be completed within this fiscal year.

Does the Department intend to go forward with this reprogramming and transfer?

ANSWER

The Department's request to reprogram $1.4 million out of Aging Research Funds to pay for increased costs of pay raises and retirement has been denied by the House.

Accordingly, these funds have been apportioned. The Aging title IV funds have been allotted to the Administration on Aging to support eligible discretionary grant applications submitted through the HDS Coordinated Discretionary Grants Process.

The $11.1 million proposed for transfer to help pay for prior year State claims for Foster Care costs is still pending with the Congress. A Congressional decision on this request will take place through the Appropriations process. The intent of this transfer is to help hold down the size of additional funds needed to pay these Foster Care costs. Let me assure you that plans to use these aging research funds are being developed and that if Congress denies the Administration's request, all aging research funds will be obligated by September 30, 1987.

Senator Matsunaga Question #2

QUESTION

It is clearly Congress's intent that these funds be spent on aging research. If more funds are needed for Foster Care or to fund changes in civil service benefits, why hasn't the Department requested supplemental funds, rather than take the funds from a research area as important as aging?

ANSWER

Although we recognize the importance of aging research, the budget deficit requires the Administration to make difficult policy choices.

Unexpected mandatory cost increases in the Foster Care and Adoption Assistance programs due to increased State Claims have resulted in the need for $165 million in supplemental funds for 1987. An additional $1 million in Federal administrative funds were required to pay for Federal employee pay raises and increased agency contributions for the new Federal Employees' Retirement System.

Rather than add an additional $166 million to the Federal deficit, we requested only $43 million in new Budget Authority and planned to offset the remaining $123 million with funds provided by Congress through reprogramming or transferring existing resources.

Senator Matsunaga Question #3

QUESTION

In the Department's FY 1988 budget request, I have also noted that the Administration is seeking a "generic" appropriation, whereby the Department will be able to decide how much money is spent for each program within the Office of Human Development Services rather than Congress. Given the Department's disregard for the problems of the elderly in terms of research money, why should Congress allow the Department to make these clearly legislative decisions?

ANSWER

The purpose of this proposal is not to persuade the Congress to abandon its appropriating responsibility but rather to focus the budget decision-making process on a total social services policy instead of on categorical program areas. Each of the program areas will continue to operate under their existing statutory authority with specific funding levels being determind based on program expertise and identified priorities. Priority will continue to be focused on Head Start and on the provision of direct services to the disadvantaged and at-risk populations.

Senator Matsunaga Question #4

QUESTION

I understand that there have been significant reductions in the number of staff in the Administration on Aging -- going from 251 staff in 1984 to 175 staff in 1987. Has the Administration on Aging taken a greater percentage cut in staff than other units in the Office of Human Development Services? If so, what is the justification for this?

ANSWER

The Administration has maintained a well established policy of reducing the size of the Federal bureaucracy. Because of this effort, the Office of Human Development Services has been under a virtually complete hiring freeze for a number of years. HDS has undergone a 35% reduction in total staff in recent years. Almost all of the organizations in HDS have sustained reductions in staffing throughout this time through normal attrition of staff. These reductions have been through individual staff decisions to change positions, rather than a planned management action.

At the same time, HDS responsibilities and workload have increased, with new initiatives, new categorical programs, and new statutory requirements. The Office of Human Development Services has continued to carry out these various mandates within existing staffing levels each fiscal year.

Although the Administration on Aging has taken a reduction in staffing, so have other organizations in HDS. We have made every effort, and will continue to make every effort, to assign HDS staff resources to ensure that the HDS programs, including those of the Administration on Aging, are well managed in accordance with the requirements of the authorizing legislation.

Senator Matsunaga Question #5

QUESTION

How many Administration on Aging staff are on detail to other units in the off of Human Development Services? How many people from other units in the Office of Human Development Services are on detail to the Administration on Aging? What is the net reduction or increase in AoA staff due to these staff reassignments?

ANSWER

HDS administers an unusually diverse range of statutes, each requiring different sets of skills and expertise. From time to time, it is necessary to detail employees with specific expertise from one office to another to assist with new initiatives and priority assignments.

At the current time, there are three employees in Central Office detailed from the Administration on Aging to critical HDS assignments: one as Acting Commissioner, Administration on Developmental Disabilities; one as Project Director, Youth 2000; and one to the Veterans Administration to provide Aging expertise to their programs on aging veterans in response to Congressional interest. In addition, one employee in Region IV has been detailed to Head Start.

One employee is detailed into the Administration on Aging as Acting Deputy Associate Commissioner, Office of Program Development.

In sum, the net result to the Administration on Aging is a temporary loss of three staff persons.

Senator Matsunaga Question #6

QUESTION

I am concerned that these cuts in staff have hampered AoA's role in carrying out their interdepartment coordination functions. What has been done by AoA to work with the Department of Housing and Urban Development? with the Labor Department? with the Bureau of Indian Affairs? with the Health Care Financing Administration?

ANSWER

The Administration on Aging carries out interdepartment coordination functions with a wide range of Federal agencies. A summary of selected activities is presented below:

Department of Housing and Urban Development - AoA cooperates with HUD on a variety of issues relating to housing for the elderly, including jointly sponsoring conferences on adaptive reuse of existing buildings and home equity conversion.

Department of Labor - AoA cooperated with the Employment and Training Administration, DOL, in funding an expanded study of older worker participation under the Job Training Partnership Act (JTPA) program, and the Women's Bureau, DOL, in support of the HHS Family Caregiver Project.

Title VI - Grants for Indian Tribes - AoA works closely with the Administration for Native Americans, also located in the Office of Human Development Services, and is a member of both the Executive Committee and the Barriers Committee (which examines problems of service access by the elderly Indian population) of the Intra Departmental Council on Indian Affairs. AoA also participates in the Secretary's Indian Alchololism and Drug Abuse Initiative.

Health Care Financing Administration - AoA is collaborating with the Bureau of Health Care Delivery and Assistance, HCFA, to conduct regional seminars and State/local follow-up activities designed to establish linkages between aging and community health centers.

Other Coordination Efforts - AoA also has major coordination projects with the Public Health Service, including the Interagency Committee on Aging Research and information exchange concerning the support of Alzheimer's Disease patients and their families. In addition to working closely with organizations in HDS and the Department, AoA has on-going relationships with ACTION, the Veterans Administration, the Department of Energy, and the National Aeronautics and Space Administration.

Senator Matsunaga Question #7

QUESTION

We have not yet received the Department's position statement on the reauthorization of the Older Americans Act. The Subcommittee on Aging is very interested in working with the Department in this regard. What is the status of this proposal? When can we expect to receive it?

ANSWER

We believe that the Older Americans Act passed by Congress more than 20 years ago is one of the most important and successful pieces of legislation for Older Americans ever enacted.

The Administration's bill to reauthorize the Older Americans Act is in the Departmental and OMB clearance process. We expect that the Administration will transmit a draft bill to Congress in the near future.

Our proposals for amending the Older Americans Act will provide State and area agencies with the flexibility to strengthen existing local systems to make them more visible, accessible, and responsive to the needs of Older Americans, particularly the most vulnerable.

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